

DC 11/2/11

# RECORD

RELATIONS BETWEEN E.R.O. AND WASHINGTON H.Q.

WEEKLY LETTERS FROM H.Q. TO E.R.O.

(43102D) Wt P768/276 5m 8/45 H J R & L Gp 51

Referred to	Date	Referred to	Date	Referred to	Date

(27027) W.L.P.471/22 5,808 7/44 A.&E.W.Ltd. Gp.745

Reference

A1/3/1

To: Mr. MacMullan

From: A.E.L. Parnis

I intercepted this letter on its way from the Registry to Mr. Mooney for retention because I think that it raises questions of principle which we ought to consider right away.

In the first place, while Mr. Corson no doubt wishes to be helpful and while his proposals regarding distribution are very suitable in Washington where the central registry system seems rather rudimentary, there seems to me great objection to him endeavouring to prescribe a system for us to use in the E.R.O. in connection with certain categories of letters.

In fact the proposals which he makes cut right across our established circulation and distribution systems and, if they are adopted, will add considerably to the work of the Registry. The matters in this bundle of letters concern a number of different Sections of the E.R.O. and, had they come in separately in the ordinary way, they would each have received an appropriate circulation or distribution, in which the officers specified by Mr. Corson would not have been overlooked if the matters were ones which concerned them. On the other hand, as it is, unless this bundle is broken up, the Registry will have to make a number of copies for circulation to the other people concerned; while if it is broken up they will have to have special covering slips prepared to attach to the various portions indicating who they are from and how they came here.

Accordingly I should like to suggest to Mr. Corson right away that his proposals are not convenient from our point of view, and that it would be preferable if Washington would adhere to the rule of one letter, one subject. If they do not want the trouble of writing a special letter they can always send forward memoranda etc. under a simple transmittal slip.

This need not, of course, stop Mr. Corson from having extra copies of letters made and send to Mr. Mooney in a bundle if he so desires, provided that it is clear that this is in addition to the normal procedure, and that these extra copies are not action copies.

A.E.L. Parnis

24th January, 1945.



1

TO : MISS B. WELLINGTON  
MR. ADAMS  
MISS CRACKNELL  
MR. LEOG.

171/3/2  
INDEXED

FROM : MR. MACMILLAN

I should be glad if, in future, when dictating a minute, letter or memorandum, you would get an extra copy done, and send it to Mr. Parnis.

Washington have made strong representations to the effect that they want to be kept in touch with what is happening over here, and arrangements are being made to have an Officer in each Department, responsible for seeing that Washington is kept properly informed. As regards the Secretariat, Mr. Parnis will, at present, perform this duty.

The question then arises how the selecting Officer is to be sure of seeing all the necessary material. The easiest way of doing this, is to get the material automatically sent to him in the way I have indicated. I think we shall probably find that we can modify this arrangement when we have a little experience of its working. The procedure, therefore, should be regarded as experimental, with a view to enabling us to evolve another procedure, which is as satisfactory, but less cumbersome.

February 13th, 1945.

Copied to: Mr. Macneay  
Mr. Parnis

A/13/2.

To: Mr. MacMullan

From: A.E.L. Parnis

INDEXED

I attach a brief note of our meeting on Friday with Miss Bowie and Miss Donald, and also all the carbon copies concerning the Secretariat which reached me from the 13th February until the end of last week.

I have looked through these carbon copies and feel that there is really nothing worth sending on to Washington. The only papers which are of importance to them are Miss Cracknell's Notes on the ERO History, and those are being taken over to Washington by Mr. Mooney.

So far as the Secretariat is concerned therefore I think that, if we bear in mind the importance of keeping Washington informed, we shall have done all that needs doing.

As I mentioned to you, however, I am less happy about the effectiveness of the arrangements made by Establishments and Finance Divisions to keep Washington informed and in fact Mr. Lacy when he was here specially drew my attention to the desire of Washington to be kept fully informed on financial matters. You might therefore think it well to ask for a report from Mr. O'Halloran and M. Morhange on the arrangements which they have actually in force so that we can judge how far they are effective.

INDEXED

A.E.L. Parnis

Mr. Parnis

6. 3. 45.

I agree. I will have a word with Mr. Jackson and if he thinks Washington is not satisfied, I will arrange a meeting with Mr. O'Halloran & Mr. Morhange. I think, however, that you should regard yourself as the officer responsible for seeing that Washington is kept



informed so far as the Secretariat  
is concerned. I don't think we can  
just say that the Secretariat doesn't  
need to do anything!

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6.iii.45.

INDEXED

3.

To: Miss B.M. Wellington  
Mr. Adams  
Miss Cracknell  
Mr. Legg

From: A.E.L. Parnis

With reference to Mr. MacMullan's minute of February 13th I should be grateful if, when dictating a minute, letter or memorandum, you would continue to let me have an extra copy.

This system has been reviewed and is proving a useful method of ensuring that Washington is kept informed.

This does not of course mean that Sections should not themselves continue to keep in touch with Washington regarding any matters which they think may be of interest to H.Q.; and they should also bear in mind that it is sometimes desirable to tell Washington of matters such as new trends and developments of policy which have not yet up to that point reached the stage of embodiment in minutes, letters or memoranda.

8. 3. 45.



4  
Reference:

*A1/3/2*

To: Mr. MacMullan

*I agree /*

From: A.E.L. Parnis

*11. IV. 45.*

I have now somewhat belatedly I fear had time to go through the minutes, memoranda, etc. emanating from the Secretariat during the month of March; and I attach a selection which, if you agree, we might send to Mr. Lacy under cover of the attached letter.

This selection represents about a quarter of what actually reached me and I think that it may perhaps be of interest to Mr. Lacy, showing the type of problems with which we are coping.

*A.E.L. Parnis*

11th April, 1945.

*Mr. Parnis.*

File 11/3/11  
To: Mr. Fulton

Copy to: Mr. O'Halloran

From: George S. Mooney

INDEXED

In a letter from John Corson, D.D.G. Finance and Administration, Washington, under date of 26th March, received here April 17th, he enclosed a copy of Administrative Order No. 49 dealing with "Requirements which Field Service Personnel must meet prior to assignment to the Field".

Mr. Corson states "In our F & A letter No. 4., we sent a draft of this Order and invited Mr. Fulton's comments on it. We would still very much like to have his suggestions even though the Order has been issued for use at Headquarters, and also to know what similar procedure is being used in London."

Will you please advise me of the action you have taken in response to Mr. Corson's request.

I understand that a copy of Administrative Order No. 49 was transmitted to you some days ago.

7  
(George S. Mooney)  
Executive Secretary


23rd April, 1945.



2  
To: Mr. Parnis

From: George S. Mooney

The attached note from Mr. Carson will be of interest to you. It was received attached to his letter to me under date of March 26th, received in ERO April 17th, the original of which is incorporated in file A1/3/1.

  
(George S. Mooney)  
Executive Secretary

23rd April, 1945.

4.  
To: Sir George Reid

INDEXED

From: J. A. Willis

Medical Examination and Appraisal of Voluntary Society Personnel

This question has not hitherto arisen in the case of British Voluntary Society personnel. Those who were sent out to the Balkans were selected and medically examined by the Societies themselves (or CBSRA) and UNRRA was not consulted at all, except, I believe, in the case of doctors and nurses when a representative of the Health Division sat on the Selection Board. I have had a word with Mr. Hogarth about the matter and his reaction is that the Societies would strongly object to any scheme which would take away from them the responsibility for deciding whether their members are personally and physically suited for relief work abroad.

The draft memorandum on conditions of service for the post military period states that "each voluntary worker shall be selected in accordance with personnel standards agreed from time to time between UNRRA and the appropriate co-ordinating body of Voluntary Societies, where such exists." This need require no more than agreement on the type and qualifications of the workers called for, and on some general standard of personal and physical fitness which is expected of workers going into the field, leaving it to the Societies to see to it that the persons chosen by them measure up to specification. The responsibility for this could perhaps be placed, in this country, on CBSRA.

To my mind an elaborate system of appraisal is hardly necessary in the case of Voluntary Society personnel recruited here or on the Continent for work in groups or teams. If we give them a short intensive course of training in London or in Granville (this is one of the points to be discussed again with CBSRA), any glaring case of unsuitability that came to light, could be the subject of ad hoc representations.

April 25th, 1945.

JAW/AD



5 50  
K. Gillis

I agree with your note of April 25. -  
We ought however to bring this matter  
of physical suitability to the notice of  
Societies whose personnel do not so  
through the COBSNA process. So far  
as I recollect we have not raised  
the point in the case of the Societies  
wishing to send in teams to

Germany.

W. J. D.  
2.6

No but  
this has  
likely that  
all the  
Thorst

Information will  
be made through  
ICRA who will  
have COBSNA facilities

W. J. D.

A/13/2

To: Mr. MacMullan

**INDEXED**

From: A.E.L. Parnis

With the establishment of the new Reports Section, I think that some thought should be given to the future of the arrangement whereby we send carbon copies of selected documents to the Office of Regional Liaison in Washington for their information.

There are various points which perhaps deserve to be considered:-

1. The O.R.L. seems virtually to have ceased to exist.
2. We have never had the slightest indication from the O.R.L. either that they have received these copies, or that they are of any value.
3. Even ~~if~~ <sup>when</sup> 90% of the copies has been weeded, the remaining 10% make a pretty dreary collection and are probably of no particular value to anyone not immersed in the day to day running of the ERO.
4. I have no doubt that Miss Jeter's Section, when it gets into its stride, will keep Washington and everyone else fully informed of all that is going on.

In these circumstances I venture to suggest that the despatch of copies should now be discontinued; and in the attached letter which I propose to send to Mr. Lacy, if you agree, I have warned him that this lot will be the last. I have suggested that if, after the new arrangements have been running a few weeks, he finds that he is not getting what he wants, he should let us know.

A.E.L. Parnis  
4. 7. 45.

Miss Jeter

Any Docs?

Clo. MacMullan

4. VII. 45.

Mr. MacMullan  
I doubt if papers of this kind are of any use to HQs. Some of them seem to be obsolete already. I think Mr. Parnis is right in suggesting that we ought to make a new start in this.  
smythen



Mr. Poxnis

I agree to your letter. The thing  
was always a rather wild-cat  
scheme of Hugh Jackson who  
has now departed.

He

7.VII.45..

Registry

To depart letter, file c.P.A

or  
7/5

4  
OUT FILE

A11/3/2

The Director General,  
UNRRA,  
Dupont Circle Building,  
WASHINGTON 25,  
D. C.

4th July, 1945

For the attention of Mr. William S.B. Lacy

Dear Bill,

I now enclose the usual batch of carbon copies of letters, etc., originating in the Secretariat during the month of June.

This is even smaller fry than usually, because during the whole of the month most of us were chiefly occupied with the re-organisation which has been going on here.

It is also the last batch which I shall be sending you; partly because I am leaving the Administration at the end of next week; partly also because it is anticipated that our new Reports Section, under Miss Jeter, will do all that is necessary to keep Washington and everyone else fully informed. If, after the new arrangements have been running some weeks, you find that you are not getting what you want, no doubt you will let us know.

I am extremely sorry that I shall have left before you arrive and that I shall miss the Third Session of the Council, but may be we shall meet some time during that period.

Yours sincerely,

A.E.L. PARNIS



3

A1/3/2

OUT FILE

5th June, 1945.

The Director General,  
UNRRA,  
Dupont Circle Building,  
WASHINGTON 25,  
D. C.

For the Attention of Mr. William S.B. Lacy

Dear Bill,

I enclose the usual monthly selection of minutes, letters, etc., originated by the Secretariat during the month of May.

As you will see, there was the usual miscellaneous range of subjects, most of which were not of major importance but nevertheless matters of concern to us here.

Yours sincerely,

A.E.L. PAINES

*Registry*

*A 1/3/1*

*27*

*The*

**OUT FILE**

*27*

1st June, 1945.

Dear Gill,

In John Corson's Weekly Letter No. 4 (February 10th), received here on March 2nd, he requests that Mr. Fulton review the Administrative Order on "Appraisal of Overseas Field Personnel" and that his comments and suggestions concerning it be referred back to Washington.

Fulton has been back and forth between Granville and London during the last short while, so that I have had to catch him on the hop.

I managed to get from him this morning the attached memorandum, along with comments thereon from Colonel Leavell of the Health Division.

I think this is in line with what John Corson requested in his letter.

Sincerely yours,

*[Signature]*  
(George S. Mooney)  
Executive Secretary

Mr. Corrington Gill,  
UNRRA, Dupont Circle Building,  
Connecticut Ave.,  
WASHINGTON, D.C.



You might like to show  
him. Sent by Mr. Haydon  
to Mr. S. Mooney on question  
of Internal Audit.

Y<sup>1</sup>/27/4/45.  
Wm Parker.

---

Miss Parker

See para 4 on p: 2 of FLA  
letter No: 6, received 17.4.45.

The memorandum of 23.2.45  
is not attached, nor is  
The possible budget for The  
Holland Mission.

This appears on The face of  
it to be something running  
parallel with The "Field  
Mission Budget Procedure"  
we have been discussing  
lately - Possibly Washing-  
ton's left hand unaware of  
what The right hand is  
doing? P.T.O.



I suppose it is all in  
M<sup>r</sup>. O'Halloran's office - as  
it is mostly about budgets  
I am surprised they want  
M<sup>r</sup>. O'Halloran's reactions  
only & completely ignore  
The Finance!

I suggest we enquire from  
O'Halloran what is going  
on.

Part 6 is merely an intelligence

C. S. D.

Copy.

Reference.....

To: Mr.G.S.Mooney.

From: G.F.Haydon.

DIVISION OF INTERNAL AUDIT.

I have today seen a copy of Mr.John Corson's F.&A. weekly letter No.6., addressed to yourself, attaching inter alia a copy of a memorandum respecting conclusions reached on 15th March at a review of the operating programme for Internal Audit Division.

In connection with this memorandum, I should like to raise the following points:-

- 1(a). A copy of the E.R.O.Internal Audit Programme for 1945 has already been despatched to Headquarters.
- 1(b). In regard to the Internal Audit Programme for the Balkans Missions, this will be devised by me as soon as I return from my visit to the offices concerned.
- 2(a). Reference is made to a letter dated 20th January,1945. No such letter has been received by me, but a letter dated 26th January,1945 from Mr.Keller to me has been received, wherein reference was made to certain information to be submitted to Washington at monthly intervals.

In view of the fact that the internal audit for E.R.O. for 1945 has only just commenced, no such reports have been submitted, but they will be from now on.

It is visualised that the first report will be submitted up to and including 31st May.

In connection with the draft Administrative Order No.44 attached to Mr.Corson's letter, it is noticed that the Division of Internal Audit are to report direct to the Chief Accountant. It is presumed that this will not apply to the Division of Internal Audit, E.R.O., and that I shall continue to be responsible directly to you as Executive Secretary to the Administrative Council, and to the Chief Internal Auditor in Washington. Perhaps you would be good enough to confirm my understanding of the position.

G. F. HAYDON.

27th April, 1945.

(512)  
Wt5313/2330  
2,000,000 2/44  
JC&SLtd  
Cp736/208  
(REGIMEAN)

Code 5-33-0



26

*[Handwritten mark]*

Note on feasibility of plan suggested in draft administration order (for UNRRA employees).

Para. (c). The Training Centre mentioned, I presume, is in France (if it is in U.S. or U.K. this comment would not apply. In any event, the location of the "Training Centre" should be designated.) Without an elaborate system of checking by objective tests, no real evaluation of fitness can take place. It is difficult to establish a person's unfitness for a job before he has performed any of the duties. Gross examples of unfitness in physical condition should have been cleared in the first physical examination. Also, certainly some indication of emotional stability and general maturity could be ascertained from references at the time of acceptance of application.

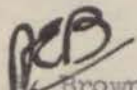
April 20th, 1945.

*AEB*  
A. E. Brownbridge.

Note on "Appraisal"

1. For British Voluntary society workers - if it has not already been done, an understanding should be reached with CBSRA as to standard of health and emotional fitness to be expected of workers going into the field. This standard should be applied by CBSRA before workers leave Gt. Britain.
2. Any changes taking place before a worker takes up his duties would be the responsibility of CBSRA for treatment and/or repatriation.
3. Final decision in country of operation/health or fitness otherwise, would be determined, in consultation, by Chief of Welfare and Health Divisions and representative of voluntary society in country. Final decision on health matters to rest with other voluntary society doctor or Director of Health Division.
4. Experience in M.E. indicated that voluntary societies will take responsibility for health and fitness of their own people but that the situation is complicated when obviously unsuitable people arrive. Recommend strongly that control in Gt. Britain by CBSRA be established and that responsibility be placed firmly on that body.

April 20th, 1945.

A.  Brownbridge

per Hogarth

Balkans - VMAA not bringing in  
cases as to selection of personnel or  
as to physical fitness. Societies themselves  
assume responsibility for these matters.  
(only exception - doctors' cases seen by  
Selection Board on which VMAA  
representative).  
Societies would strongly oppose  
any "interference" by VMAA. They  
consider they are quite capable of choosing.

To Dr Toff  
21/4/45



2.  
A1/3/2  
**OUT FILE**

13th April, 1945.

Dear Bill,

I think that you already know that we had a meeting early in March to consider ways and means of keeping Washington better informed of the activities of the various Divisions of the E.R.O.; and we decided to try out in the Secretariat the system which appears to be working satisfactorily in the Department of Supply, of collecting together a carbon copy of every letter, minute and memorandum, etc. written in the Secretariat during the month of March.

These have now been scrutinised, with the result that about three-quarters was found to be of no possible interest to you since it had to do with minor matters of staffing, accommodation, circulation of documents, etc., which are of purely domestic concern. Some more were excluded because copies already have or will be sent to Washington in the normal way.

.... I now enclose the remainder. As you will see it forms a pretty miscellaneous hotch-potch, which will, I think, interest you more as showing some of the problems which arise currently in the day to day administration of the E.R.O., rather than as marking developments of policy.

However, it is sent for what it is worth, and I propose to send you a similar batch at the end of each month if there is anything worth sending.

This procedure does not, of course, supersede the sending of copies of important documents, etc. to Washington as quickly as possible in the normal way, and we shall continue to do our best to see that this is done.

Mr. William S.B. Lacy,  
USMRA,  
Washington.

Yours sincerely,



A

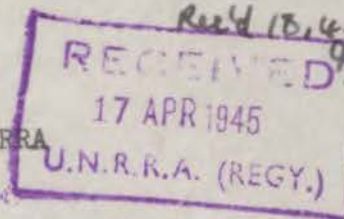
24  
Exec. Sec.  
A2365

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

A1/3/1  
F. & A. Weekly Letter No. 6

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



26 MAR 1945

Dear George:

This will be the last communication which I will prepare to you since I am leaving UNRRA this week to return to the newspaper field as Director of Research for the Washington Post. Will you please extend to my colleagues in the ERO my best wishes and my appreciation for the courtesies they extended to me when I was in London during November and December. My interest in UNRRA and my expectation that it will make a large contribution to the relief and rehabilitation of liberated areas, continue and I hope my new work will permit me to see many of you again. At any rate, I shall make the best contribution I can in my new position to the public understanding of UNRRA.

In preparing to leave the Bureau of Finance & Administration one of the things I have done is review with each Division Chief the progress which he has made to date on the Operating Program which he planned and submitted to me in December for the period January - June 1945. Because the summaries of these discussions give a pretty good picture of the kinds and types of projects we are working on in these Divisions, I am attaching copies of them for your information.

Other matters transmitted with this letter are:

- distributed to ERO personnel concerned 3/25/45*
- Copy sent to Paris 23/4/45 G.S.M.*
- Julian written to re this matter 23/4/45 G.S.M.*
1. A copy of the Corson memorandum of 5 March distributing a revised statement for the Distribution Division which should be substituted in our basic document "Division of Responsibility as between Headquarters and the ERO".
  2. Corson memorandum of 6 March advising that a short summary is being made of the Bureau of Finance & Administration Monthly Report. This started with the report for February, a typed copy of which is attached.
  3. Administrative Order No. 49 "Requirements which Field Service Personnel Must Meet prior to Assignment to the Field". In our F. & A. Letter No. 4 we sent a draft of this Order and invited Mr. Fulton's comments on it. We would still very much like to have his suggestions, even though the Order has been issued for use at Headquarters, and also to know what similar procedure is being used in London.
- A. J. T.



4. For the consideration of Mr. O'Halloran and interested members of his staff and the Department of Operations, I am attaching a memorandum of 23 February "Country Mission Budgets - ERO" prepared by Mr. Posner, who is the Head of Classification Section. It points out the desirability of having reasonable uniformity in classification standards and principles in these missions, and submits a possible budget recruiting schedule for the Holland Mission. This matter was discussed in some detail with Mr. Bailey who took with him suggested materials. We are very eager to receive from Mr. O'Halloran his reaction to these proposals in order that we can work out any differences or explain any points in question and achieve as quickly as possible a common understanding.

5. Audit Subcommittee appointed pursuant to Resolution No. 44. The membership of this Subcommittee, nominated by the Governments is:

A. T. Brennan, Chairman  
Arthur Wendraf, Czechoslovakia  
A. T. Brennan, Union of South Africa  
M. Gourikov, Union of Soviet Socialist Republics  
P. G. White, <sup>x</sup>United Kingdom  
L. W. A'Hearn, United States.

*\* Cmt A-9's office*

This Subcommittee is scheduled to begin its meetings the week of 19 March and Kenneth Dayton will see that you receive full information concerning their activity.

6. Development of general policy concerning exchanges or commissaries in UNRRA's Missions. We will send forward within the week, draft material concerning P.X.s. In general, this material will establish general principles including such points as the establishment of exchanges in Field Missions will be dependent upon the recommendation of the Chief of Mission to the Supervisory Office; the basic principles will be quite general but there will be specific accounting requirements and inventory controls to be observed.
7. Readjustment in organization of the Fiscal Divisions. Following analysis of the Fiscal Divisions and recommendations made by the external auditors and outside consultants the following adjustments are being made and a revision of Administrative Order No. 44 will be released shortly to cover them:
- (a) The Treasurer directs and is responsible to the Deputy Director General for the organization, administration, and performance of the functions of the Divisions of Finance and Budget, in addition

to the other responsibilities listed in Administrative Order No. 44.

- (b) The Chief Accountant directs and is responsible to the Deputy Director General for the organization, administration and performance of the functions of the Divisions of Accounts and Internal Audit in addition to the other responsibilities outlined in the Administrative Order. The attached draft will give you a picture of what is involved in this readjustment. Subsequently you will receive the final material. copy F

Sincerely yours

*John J. Corson*

John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Action Taken,

all the memoranda referred to  
in this letter <sup>have</sup> been distributed  
to the ERO personnel concerned  
to other offices for their general information

G. S. Spooner

5/5/45



26  
MONTHLY REPORT OF THE BUREAU OF FINANCE

AND ADMINISTRATION FOR FEBRUARY 1945  
17/4/45

I. PROBLEMS

1. Immediate recruiting for approximately 200 unfilled positions required for Displaced Persons operations in Germany. New resources for recruitment must be developed and previous contacts resumed both with applicants and former field representatives. Secretarial recruitment also remains a problem and may continue to be so until UNRRA can offer the hope of eventual overseas assignments to those who accept Headquarters work.
2. Reorganization of the fiscal activities of the Administration, particularly the clarification of the relationships between Headquarters, E.R.O., and the field offices and the delegation of responsibility to such offices.
3. Completion of accounting records for 1944 in order that a final financial report for the year can be prepared and published. Provisional accounts for the year have been received from E.R.O. Accounts from the Italian Mission are in transit. Meanwhile, at Headquarters, computations of reserves for accrued annual leave, repatriation of employees, and employees injury compensation are being completed; the proposed form and content of the report is being studied to improve clarity through simplification; and available data concerning inventories and contributions is being prepared for examination by the external auditors.
4. Development of a form of report which will show the significant changes in the commitments of funds, i.e., budget allotments and the important changes in the amounts budgeted for relief and rehabilitation services and supply programs. This is expected to be prepared on a monthly basis beginning 1 April 1945.
5. Installation of a system of distribution accounting for each country mission. This involves the coordination of accounting procedures already developed for country missions, the warehousing plans developed by the Bureau of Supply, and the development of a plan for establishing average prices at which goods are to be accounted for. This matter is of high priority with the prospect of increased shipments of commodities in the near future.
6. Arrangement for the provisioning of funds by the Military for each country mission in the Balkans and Europe and the provisioning of funds by the recipient country when the Administration acts as principal following the military period.
7. Determination of policy relating to marine insurance coverage.



8. Determination of UNRRA's obligations under the public liability and workman's compensation laws in countries where missions are operating; establishment of standards for settlement of employees compensation claims under the Employees Compensation Plan; clarification of jurisdiction as between the Employees Compensation Plan and the jurisdiction of countries from which UNRRA personnel is drawn for foreign service.
9. Coordination of training programs at College Park and Mobilization Center in France.
10. The acquisition of 25,000 square feet of office space and approximately 20,000 feet of warehouse space.

## II. TRENDS AND FUTURE ACTIVITIES

1. Establish control procedure relating to member government contributions which will give up-to-date status of each member government's appropriation to the Administration and the status of funds made available.
2. The Personnel Manual will be ready for issuance in provisional form by 1 April.
3. Improvement of communications facilities between Headquarters and Regional and Field Offices. Negotiations have progressed with commercial cable companies to use regular commercial channels for our cables. Also it is expected that direct pouch or carrier service will be established in the near future.
4. Effecting recommendations made as a result of communications study.
5. The consolidation of related regulations, i.e., reimbursement for travel expenses, payments for transportation, living and quarters allowances, etc., into an administrative order, and the preparation of a manual for the guidance of voucher examiners and certifying officers are in process.
6. In classification emphasis has shifted from the processing of current cases to development of a firmer classification program and more uniform standards for UNRRA.
7. Completion of the draft order setting up the narrative reporting system for country missions.
8. Preparation of criteria for the guidance of dispatch officers in determining the distribution of cables and foreign correspondence.
9. Preparation of a detailed procedure in regard to the budgetary control of the overall resources of UNRRA.



10. Steps have been taken toward the organization of the audit function of E.R.O. The Auditor-in-Charge of the London Office will devote his full time to the work beginning 12 March.

### III. MAJOR ACTIVITIES

1. Completion of the procedures for the preparation, review, and approval of the Mission Budgets and the Headquarters Budget.
2. The "unassigned" personnel on the Balkan and European Mission Reserves have been rapidly absorbed in the new Displaced Persons budget.
3. Final development of the number of positions which have been authorized for 1945 by the Director General for each organizational unit in the Headquarters Office.
4. The revised administrative order on living allowances has been approved and issued.
5. Completion of the study of communications at Headquarters.
6. Completion of tentative overall budgets for the Headquarters Office and E.R.O.
7. Analysis of procedure for spot emergency procurement of U. S. owned supplies and equipment abroad by UNRRA regional and field offices and preparation of recommendations as to financial implementation.
8. Preparation of formal request to the Combined Civil Affairs Committee for the supply of local currency for operations in Germany and Austria.
9. Inauguration of a physical fitness program at the Training Center.
10. Determination of the recruiting program for Displaced Persons operations and the coordination of recruiting plans between the Displaced Persons Division and the Personnel and Training Division.
11. Preparation of recommendation that \$100,000 be set aside for a reserve for the year 1944 for possible liability under the Employees Compensation Plan; and that during the first six months of 1945, \$20,000 a month be set aside as a further reserve. The situation will be further appraised in light of the previous experience on 1 July 1945.
12. Development of a procedure for evaluating personnel at the Training Center.

13. Substantial progress has been made in the audit of books for the Washington Office for 1944 and in the continuation of the audit of the Cairo Office operations.
14. The Duplicating Plant for UNRRA placed in operation. Initial cost records indicate substantial saving in small print jobs, internal forms and general reproduction work with a speed-up in delivery of finished material.
15. Determination was made that Albania, Greece and Yugoslavia were areas where medical care for foreign injuries should be provided under the Employees Compensation Plan.
16. Consideration was given to application of Employees Compensation Plan to voluntary agency personnel and steps are being taken to encourage voluntary agency personnel to withdraw.



21 March 1945

SUBJECT: FUNCTIONS OF THE BUREAU OF FINANCE AND ADMINISTRATION

I. Administrative Order No. 44 defining the functions, authorities and responsibilities of the Bureau of Finance and Administration is amended by providing for the Office of the Chief Accountant and prescribing the functions, authorities and responsibilities of said office; and by revising the functions, authorities and responsibilities of the Treasurer and Assistant Treasurer.

The direction of and responsibility for the performance of the Division of Accounts and the Division of Internal Audit will hereafter be the responsibility of the Chief Accountant. The Treasurer will direct and will be responsible for the performance of the Division of Finance and Budget Division.

Section II and Sections III B and III B 2 have been amended; a new Section III C 1 has been inserted; Section III B 5 is renumbered III B 4; Section III B 4 is renumbered III C 2; Section III B 6 is renumbered III C 3; and Sections III C, III D, and III E are renumbered Sections III D, III E, and III F respectively.

*The order as amended will read as follows:*  
II. ORGANIZATIONAL STRUCTURE

- A. Office of the Deputy Director General
  - 1. Deputy Director General
  - 2. Assistant to the Deputy Director General
- B. Office of the Treasurer
  - 1. Treasurer
  - 2. Assistant Treasurer
  - 3. Division of Finance
  - 4. Budget Division
- C. Office of Chief Accountant
  - 1. Chief Accountant
  - 2. Division of Accounts
  - 3. Division of Internal Audit
- D. Division of Personnel and Training
- E. Division of Administrative Analysis
- F. Division of Administrative Services

III. Office of the Treasurer

- 1. Treasurer



21 March 1945

Page 2

- a. To advise and assist the Deputy Director General for Finance and Administration and other officials of the Administration in developing and executing the fiscal policies of UNRRA.
  - (1) To serve as Secretary of the Council Committee on Financial Control.
- b. To direct and to be responsible to the Deputy Director General for Finance and Administration for the organization, administration and performance of the functions of the Divisions of Finance and Budget.
- c. To initiate action to secure the payment of contributions of Member Governments for the administrative expenses of UNRRA, and to follow through until such contributions have been received.
- d. To deal with matters relating to other contributions to UNRRA and to the procurement and distribution of supplies and services, insofar as they concern the financial administration and operations of UNRRA.
- e. To institute and supervise inquiries, studies, and analyses of UNRRA's resources; the need and justification for their allotment for administrative and operational purposes as between geographical areas and as between the types of supplies and services which UNRRA requires for its own operations or which it furnishes in the performance of its duties; to supervise the preparation of and to review budgets reflecting the foregoing; and to make recommendations thereon to the appropriate officials of the Administration.
- f. To approve and promulgate systems, procedures, forms, and instructions regarding budgetary and financial administration and operations.
- g. To prescribe the regulations for the designation and operation of depositories.
- h. To sign on behalf of UNRRA, upon authorization by the Deputy Director General for Finance and Administration, all documents evidencing the acquisition or transfer of title or ownership in UNRRA of real or personal property, except property in transit and commodities.
- i. To be responsible for taking such steps and directing such activities as will maximize and conserve the value of all resources possessed by UNRRA, including for example the supervision of the insurance of the Administration's properties.



2. Assistant Treasurer

- a. To act as the Deputy of the Treasurer in directing and being responsible for the administration and performance of the functions of the Divisions of Finance and Budget.
- b. To approve and promulgate systems, procedures, forms, and instructions regarding fiscal administration and operations so far as they relate to the internal administration and operation of the Finance and Budget Divisions and do not have general policy implications; and in all other cases to review and recommend them for approval and promulgation by the Treasurer.
- c. To advise and assist the Treasurer in the performance of all other functions, responsibilities and powers of the Treasurer.
- d. To act as Treasurer in the Treasurer's absence.

21 March 1945

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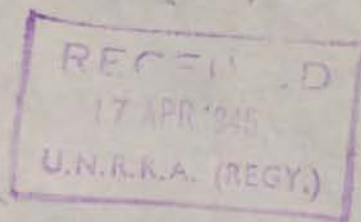
C. Office of Chief Accountant1. Chief Accountant

- a. To be responsible for developing, prescribing, installing and for maintaining a unified system of integrated accounts and records for Headquarters, Regional Offices and for all Field Offices including Field and Supply Missions.
- b. To prescribe, install and maintain accounting systems, procedures, forms and instructions designed to maintain effective control of all accounting and financial operations.
- c. To devise, install or arrange for the installation of prescribed accounting and financial records in the regional offices and in field offices.
- d. To devise and prescribe standardized summary and detailed accounting report forms for Headquarters, regional offices and field offices, including supply and field missions and be responsible for the consolidation and analysis of such reports.
- e. To be responsible for the preparation and periodic issuance of statements reflecting the financial condition of the Administration.
- f. To be responsible for the planning and maintenance of a continuous internal audit of the financial books, accounts and records and of the relative operative operating status of every unit having fiduciary responsibilities, including the Headquarters Office, the regional offices and the several field and supply missions.
- g. To direct and be responsible to the Deputy Director General for Finance and Administration, for the organization, administration and performance of the functions of the Divisions of Accounts and Internal Audit.

2. Division of Accountsa. General:

- (1) To be responsible for developing, prescribing, installing and maintaining a unified system of integrated financial accounts and records for Headquarters, regional offices and all field offices (including field and supply missions).





UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FOR RELEASE TO AM PAPERS  
FRIDAY, MARCH 16, 1945

Washington, D. C.  
No. 28  
15 March 1945

Herbert H. Lehman, Director General of the United Nations Relief and Rehabilitation Administration, today announced the appointment of Corrington Gill, of the United States, as Deputy Director General in charge of finance and administration.

Mr. Gill succeeds Mr. John J. Corson, who has served since May, 1944, in this post. Mr. Corson is resigning to join the staff of the Washington POST as Director of Research. In accepting Mr. Corson's resignation from UNRRA, Mr. Lehman expressed appreciation for the great progress accomplished by Mr. Corson in developing the financial and administrative phases of the organization.

The incoming Deputy Director General was recently Director of the President's Committee for Congested Production Areas, which operated in the Executive Office of the President before its dissolution. Mr. Gill was Director of this Committee from its formation in 1943. Prior to that time he had been consultant to the Secretary of War and Deputy Director of the Office of Civilian Defense in charge of Operations.

A resident of Washington, D. C., Mr. Gill has been closely associated with federal relief agencies. In 1933 he was appointed as Director of Research Statistics and Finance for the Federal Emergency Relief Administration. Subsequently he served as Assistant Commissioner of that organization, the Civil Works Administration, and the Works Projects Administration.

A native of Grand Rapids, Michigan, Mr. Gill is a graduate of the University of Wisconsin. Following his graduation, Mr. Gill was active in independent economic research and was for some years Business Manager and Correspondent for the Washington (D. C.) Press Service.

He has been a member of the Advisory Committee for Aeronautics, the Central Statistical Board, and the National Resources Planning Board's Committees on "public works" and "long-range organization and relief policies." He has written many economic articles and a book, "Wasted Man Power: The Challenge of Unemployment." He served in the Navy during the first World War. He is a member of the Cosmos Club of Washington, D. C. and several professional organizations.



20 March 1945

TO: Harry Knight

FROM: John J. Gerson

SUBJECT: Conclusions reached at Review of Operating Program for Finance Division, 20 March 1945.

This will summarize the discussion today with Messrs. Dayton, Boyer, Teaf and yourself, concerning the progress made to date in executing the Operating Program for the Finance Division which was submitted on 22 December. You will want to follow through with the appropriate members of your staff on the points indicated below:

1. Insurance and Claims Section.

- (a) Mr. Boyer reported that the question of baggage insurance is being negotiated by himself and Mr. Cradock, Travel Officer, with the Rhode Island Insurance Company. It appears that they will provide us at 5% coverage for both regular and war risk insurance on a time basis which employees can purchase themselves. They may take either the regular insurance or both. You plan to see Mr. Mooney here within the next week about the arrangements you are making and about arrangements which should be made in the ERG. Would you submit a report covering your discussions with Mr. Mooney by 28 March.
- (b) Mr. Boyer reported on the Employees' Compensation Plan and there was discussion on the following points:
  - (1) He recommends a reserve of \$100,000 for 1944 with \$2,000 to be added to it each month thereafter. The question was raised as to whether or not a larger amount should be reserved for 1944 as a cushion for future liability. It was understood this present recommendation would be reviewed at the end of June.
  - (2) Bids have been received from several companies covering catastrophe insurance and you now plan to use a single broker in completing the arrangements inasmuch as several of the companies <sup>did all</sup> who were working with Lloyds.
  - (3) Letters have been sent to the Voluntary Agencies which have personnel serving with UNRRA asking them to use their own plans for covering their employees.
  - (4) It was understood you are developing a plan, and it will be decided later whether to present it to the Committee on Financial



20 March 1945

Control for their information, covering how UNRRA should deal with insurance carriers -- through only one broker or through several brokers.

- (c) With respect to employees' fidelity you now have a scheduled bond which expires 15 April and in the meantime you are trying to secure a blanket bond coverage but are handicapped by lack of payroll detail from the ERO and Cairo. You may decide to develop specifications for Headquarters and send them to the ERO and Cairo with the request that they use them for guides and proceed to develop their own program.
- (d) With respect to the Group Life Insurance we are handling it with the Connecticut General Life Insurance Company. You have been working on the question of naming beneficiaries versus naming the estate in the case of non-Americans, and you believe you have now reached agreement with the Company which will permit the naming of beneficiaries.
- (e) It has been agreed that self-insurance is the best course for marine insurance. You reported that the U.S. and U.K. Governments are operating under a wartime arrangement of waiving claims against each other and UNRRA may participate in the same arrangement. It was agreed the Director General and the Deputy Director General for Supply, and perhaps the Committee on Financial Control, should be advised of this plan.
- (f) In connection with the Provident Fund, Administrative Order No. 2 is being amended to provide that the Administration's 7 1/2% may be paid to certain employees, particularly those going into the military service, even though they have worked for UNRRA less than six months. The question of the liability of these payments under the U.S. Income Tax law is being explored by Mr. Lukas.

Mr. Boyer was requested to look into the question of whether the interest earned on U. S. Government Bonds which are purchased with the employees' 5% contribution to the Provident Fund, is to be returned to the employees. The external auditors have raised this question.

- (g) You are receiving bids from brokers now to cover liability including our foreign operations. It was pointed out that the widespread foreign activities complicates this matter. Mr. Boyer is expected to explore the possibility of getting an agreement with the government of a liberated area that the Government will defend such claims and meet any costs with local currency.
2. With respect to the Financial Management Section the following points were made:
- (a) A primary activity has been the preparation of letters to each government concerning its administrative contribution to UNRRA for 1944 and 1945. All letters have now gone forward except for the U.S.S.R. This letter will be ready by 21 March and at the same time a report to the Director General will be prepared which will show the current status of these contributions which have been received.



20 March 1945

- (b) Another significant project of this Section is making arrangements for the provisioning of funds by the Military for UNRRA local operations covering the Displaced Persons Program in Germany, and UNRRA's activities in the Balkans and Poland.
- (c) The analysis of the use of the 10 % free funds and 90% local funds made available by countries for UNRRA operations is another important activity of this section. More attention is to be given to this problem.

### 3. Financial Operations Section.

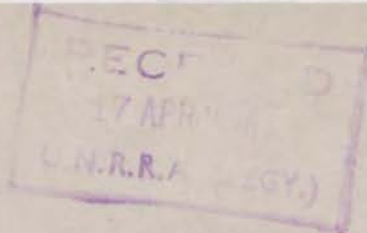
This section is emphasizing the following activities:

- (a) Arrangements for financing from the free funds available to UNRRA which approximate \$65,000,000, the supply shipments. You brought in Mr. Furey who analyzed and worked out a procedure. It was pointed out today that it is necessary to make banking arrangements where UNRRA needs them around the Globe, and in many places we have had the cooperation of the U.S. Treasury representatives.
  - (b) An Administrative Order covering the handling of bank accounts in missions and covering the reports and controls to be maintained under the Chief of Mission, is in preparation.
  - (c) Certain regular cashier operations are also in process.
4. You reported that while you had not yet been able to secure the people you had attempted to get to head up the Financial Management and Financial Operations Sections, you had arranged with the Public Administration Service to secure Mr. Tenner for approximately 3 months beginning about 1 April. In addition, you are hoping to secure Mr. Nelson who was formerly with Public Administration Service for 3 or 4 months, to help in these areas. We were all agreed that it is of primary importance that you complete your staff at as early a time as possible in order that these basic financial matters of UNRRA will be properly handled.

c.c. Kenneth Dayton

MMulliner:CC





17 March 1946

TO: Albert Keller  
Acting Chief, Internal Audit Division

FROM: John J. Gerson

SUBJECT: Conclusions reached at Review of Operating Program for Internal Audit Division on 15 March.

This memorandum is being sent you for the information of you and your staff members concerning the significant points brought out at the discussion with Mr. Dayton and yourself concerning the present Operating Program of the Division.

Will you please see that the steps agreed upon are taken as promptly as possible.

1. Your Item 1 covered the development of an Audit Program and preparation of audit worksheets for Headquarters, London and the country missions. You pointed out that such a Program had been developed and a modified one prepared for Headquarters which now must be reviewed in the light of the arrangement covering accounting relations which has been developed with the Bureau of Supply. You were requested to review the four recent memoranda prepared by the Accounts Division concerning this relationship. With respect to the locations other than Headquarters, the following points were made:
  - (a) It is expected that the ERO is developing their Audit system in accordance with advice sent them. Will you please communicate with them to learn what schedule they have established for completing this Program.
  - (b) With respect to Cairo, Mr. Siegel took the Headquarters Audit Program with him. He has reported on the status of the Audit and it has been understood that the ERO will devise the Audit Program for the three Balkan missions. You are to follow through to make certain that ERO is proceeding to perform this function or to learn of and solve such problems as they say are interfering with their so doing. It was agreed this matter would be handled promptly. Could a communication be dispatched by 24 March.
  - (c) With respect to the Southwest Pacific Area Office in Sydney, it is noted that the external office have designated their representative. It was agreed that you, after a talk with Cochrane concerning the type of program that should be carried on in this type of office (having in mind, Chungking, India and Brazil), would prepare an appropriate communication to Gaines in Sydney presenting your plan and requesting their comment on it. Could this be done by the end of March.
2. Item 2 in your Program concerns the development of a form of the monthly Internal Audit report for all offices.
  - (a) With respect to the ERO you advised you had sent an outline on 20 January



17 March 1945

but have received no response. You will follow through to bring this matter to Hayden's attention again now that he is operating full time as the Auditor in Charge.

- (b) It was agreed that you would send a communication to Cairo requesting their prompt cooperation -- perhaps this point should be included in our reply to their Cable 285.

3. Item 5 in your Operating Program referred to conducting audits in the various locations.

You reported with respect to Headquarters that Mr. Cochrane was agreeable to beginning a regular Internal Audit as of 1 January 1945 everywhere except at Headquarters with a test check there for the months of September, November, and December of 1944. (One other exception was the auditing of bank checks in Cairo for 1944.) You reported much work has been done on the Headquarters test checks and you expect to have the report completed before the middle of April. We agreed that it was essential for you to discontinue the 1944 work on 15 April in order to proceed full time on the 1945 Headquarters audit.

4. Correcting errors and mistakes which are revealed by the Internal Audit.

There was considerable discussion on this point of insuring that promptly and consistently errors and mistakes which your people reveal are brought to the attention of the Accounts Division or other Division concerned, and corrected. It was agreed that you would send memoranda to the Head of the appropriate Division as soon as problems are uncovered so they can be corrected currently. With respect to the audit of the Chinese Advisory Committee it was agreed Mr. Dayton would make such further internal check as necessary and would then bring the essential points to the attention of Mr. Shaw.

c.c. Mr. Kenneth Dayton

MMulliner:CC





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17 March 1945

TO: G. E. Lukas

FROM: John J. Gerson

Program

SUBJECT: Conclusions reached at Review of Operating/for Accounts Division, 15 March.

It may be helpful to you and members of your staff to receive this Summary of the more significant facts brought out in our discussion of the January-June Operating Program. I am counting on you to follow through with these conclusions involving subsequent planning or action.

1. General Ledger and Financial Reports.

You reported that Item 2 has been dropped from your Operating Program inasmuch as the General Ledger accounts are not substantial enough to render themselves to machine accounting. Consequently, you will continue to handle them as they are for the time being. This releases 10 professional and 5 non-professional man days for other projects.

2. Accounts.

Item 1 provided for the transfer of allotment ledgers and subsidiary objective classification accounts from handledgers to Machine Accounting records. You pointed out that some of the questions which had been posed in your 2 March memorandum to Mr. Dayton needed answer in connection with this project. You also pointed out at the present there are relatively few allotments and they are not to be controlled in detail.

In connection with the 2 March memorandum, Mr. Dayton, you and I agreed upon the following:

- (a) The proposals on recording versus controlling the accounts in detail and that only a summary and not the detail, will be prepared for 1944. You stated you expect to have the system covered by paragraphs 1, 2, 3 and 4 of that memorandum, in operation by 15 April, beginning with the shortened method. You plan to advise the ERO of this program in the very near future.
- (b) You will work out with the Auditors, a glossary of terms which are to be used consistently in the future throughout UNRRA in order to avoid current confusion resulting from use of some Federal Government terms which are not applicable.
- (c) To include in your Operating Program a new project which will result in the development of object classifications for the accounting system.



17 March 1945

Item 4, which is to set in operation a new system to provide information and control of salary and travel expenditures by organizational units will have been effectuated by 15 April.

Item 5 in your Operating Program was answered in connection with the above decision on the 2 March memorandum.

Item 6 covering reconciling and analyzing unliquidated obligations for the end of the year financial reports is virtually completed in order that the certificate can be signed as requested by the external auditors.

### 3. Procedures Section.

In connection with Item 1 you reported that the payrolls have been transferred to the machines and other processes are now being put on the machines, so this project is completed.

Item 2 refers to the provision of accounting procedural instructions No. 2 and in this connection you reported that our recent decisions on the following points have given you the key to this revision:

- (a) Allotment accounting.
- (b) Division of responsibility on acquired supplies.
- (c) The principles and the division of responsibility for distributed supplies.

You pointed out you could proceed on the revision as soon as you got an answer to the question of separating in two parts the field accounting manual for the purpose of segregating budgetary accounting from substantive accounting. This would be helpful, particularly in the early stages of a Mission when there is not a firm budget. We agreed to this separation and pointed out this was pertinent to our reply to Cable No. 285 from Cairo requesting a simplified accounting system. We further agreed that Mr. Bellows should have prepared at least the first draft on the substantive accounting system revision when he goes into the field; and he should leave at the earliest possible date.

In connection with Item 3 concerning the preparation of a preliminary manual for operating accounting you pointed out that the decisions made recently on the following have given you the basis for proceeding with this project:

- (a) Basic Principles of a System of Accounting for Commodities Distributed.
- (b) Basic Features of Accounting for Contributed Commodities as Maintained in Bureau of Supply.
- (c) Outline of System of Accounting for Contributed Commodities as Maintained in Division of Accounts.
- (d) Appraisal of Washington Accounting System for Contributed Commodities and Proposals for Modification.

### 4. Activities or projects under way which were not included in the Program.

You pointed out the following activities which have been added to the Operating Program since its submittal:

- (a) Revision of Procedure No. 1 on Camps.



17 March 1945

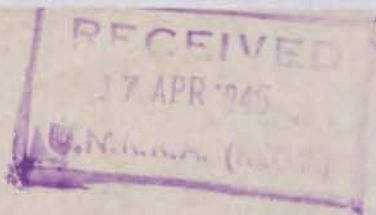
- (b) Development of a plan showing the orderly relationship and sequence of all the accounting procedures which are to be manualized.
- (c) Development of a system for issuing regularly and promptly policy decisions in this field.
- (d) The drafting of a memorandum covering accounting and auditing responsibilities in the Missions; using the Italian Agreement as a guide.
- (e) A project analyzing the certifications made by the Bureau of Supply to work out an understanding which will avoid duplication of review in the Accounts Division.

Will you let me know within the next 10 days the appropriate dates by which you expect to complete these new projects.

c.c. Kenneth Dayton

Attachment

MMulliner:CC



21

17 March 1945

TO: David B. Vaughan

FROM: John J. Corson

SUBJECT: Conclusions reached at Review of Operating Program for Administrative Services Division on 15 March.

Our discussions concerning the progress made by you and your staff during the period since 1 January revealed much progress. It was also apparent that the kinds of basic planning and analysis which have taken much time to date are resulting in a "capital structure" which will pay dividends in facilitating the functioning of the Division greatly hereafter.

I shall set forth below briefly the more significant points touched upon in our discussion in order that you may follow through with your staff members concerning those which are of interest to them:

1. Director's Office.

Item 1. The work programs for each of the Divisions have been completed and are in operation and you contemplate getting out at the rate of 2 or 3 a week the various procedural booklets pertaining to the responsibilities of the Division.

Item 3. The classification of several positions remain to be done. The report on 28 February showing that approximately 30 positions remained to be allocated.

2. Procurement and Property Section.

Concerning Item 1 you reported that considerable progress has been made in spelling out in detail the duties and responsibilities for each of the positions but the project has not been fully completed.

Item 2 concerning designing of forms and procedures is under way and you expect to have 6 or 8 procedures out within the next few weeks.

Item 3. You have reorganized the duplicating plant, and have on the job a form designer. In connection with this project we discussed the method of Section III in Administrative Order No. 1. It was agreed you should confer with Mr. Horwitz and work out whatever arrangement seems desirable to insure the integration of procedures throughout the Headquarters organization. For your information Mr. Horwitz has for some time been considering certain revisions to Administrative Order No. 1 which it is probable will now be put before the Senior Deputy Director General when he assumes his responsibilities.

Item 4. deals with the development of standards for Administrative supplies for



17 March 1945

Field Missions and for Headquarters. You stated it is not possible at this time to establish such standards because of lack of uniformity and variety of types of field offices. However, you have developed some guides for use of the Chief of Mission which indicate the type and quantities of items needed for a given number of people in an organizational unit. I think it would be very helpful if you would send a copy of these materials to the ERO for their information.

Item 5 deals with coordinating activities with the Ocean Shipping Branch of the Bureau of Supply and you reported that you are working with that Branch now. To date the Administrative Services Division has handled the shipping of Administrative materials, and the Bureau of Supply, all others.

3. Stenographic Section.

While it was not in your Operating Program you reported that the Stenographic Section's Manual is in its final revision and will be released shortly in mimeographed form for use during a 2 month period. At the end of this time the suggestions received will be taken into account in making the final revision in Manual form.

4. General Files.

Item 1 deals with the development of a Standard Practice Manual. It was reported that the Manual drafted last Summer and Fall has now been revised by an outside expert and is being put into operation by the Central Registry. It is your opinion that it will be six months before the Central Registry system is fully consolidated.

5. Code and Cable Unit.

Item 3 deals with telegraphic communications and you reported that you have been spending almost full time this week in the Cable Unit. You anticipate that the discussions to be held next week with Mr. Crabb of the ERO will result in an identification of what the next steps should be in improving our telegraphic communications system.

Item 4 dealing with pouch and courier service has been given attention and you have acquired the pouch equipment. You stated you also had worked out arrangements with ATC and the British for carrying our pouches, but nothing further can be done until clearance has been received from the U. S. State Department. Will you please let me know as of 21 March, what results have been obtained by Mr. Spaeth in the Diplomatic Adviser's Office in his negotiations with the State Department.

6. Correspondence Review Unit.

With respect to items 1, 2 and 3 you are to consult with Mr. Dean in the light of his recent informal survey on communications and to develop draft revisions of existing Administrative Orders to bring them up to date.

Item 4 concerning handling of domestic correspondence and interoffice memoranda is not now realistic. Instead of developing an Administrative Order you have

17 March 1948

incorporated this information in the Stenographic Handbook.

7. Correspondence Control Unit.

With respect to Item 1 you advised that Mr. Guernsey is now drafting procedure for use by employees who open, route, and control official documents.

8. Telephone Unit.

The new Telephone Directory has been issued as of 1 March. Your Operating Program schedules revisions for the middle of April and the middle of June. Do you still contemplate this schedule or should it be revised?

9. Messenger Unit.

You reported on Item 1 that the written instructions and procedures for the receipt, sorting, racking, delivery and dispatch of official mail are in process. I hope it will be possible to have these procedures and other basic materials available before the middle of April.

10. Activities completed or in process which were not scheduled in the Operating Program.

You reported substantial progress in improving arrangements for handling transportation of personnel and baggage which had not been identified in the Operating Program. You also reported on the establishment of the Information and Reception Office on the first floor of this building, and conferences scheduled with representatives from the ERO to improve our communications system.

Despite the fact that considerable basic planning and procedural work still remains to be done in the Administrative Services Division, I am aware that you and your staff have made extensive progress in getting the work organized and operating in an orderly fashion during the past several months.

MMulliner:CC



16 March 1945

TO: Linton Smith

FROM: John J. Corson

SUBJECT: Conclusions reached at Review of Operating Program for Budget Division on 14 March.

In our review of the progress made under your current six months Operating Program it was revealed that in general your staff has proceeded in accordance with the work program as developed in December. I am setting forth below the more significant points brought out in order that you may take necessary steps in connection with them.

1. Item 3 (e) concerning the review of quarterly budget estimates for the Headquarters Office is not precisely accurate inasmuch as you now plan that there will be an overall review of the Headquarters budget prior to 30 June. This will be accomplished by a process similar to the one followed in November and December 1944 whereby members of your staff will make an analysis in each organizational unit of the workload being carried. You plan to begin this process about 1 May in order to have recommendations ready for the July - December 1945 period, prior to 1 July.
2. Item 3 (f) concerns review of quarterly estimates for Administrative activities other than the Headquarters Office. It was pointed out that such review is under way but not completed with respect to the ERO, the Southwest Area Office, and the Mediterranean Liaison Office. You reported that the four allotment orders have been issued completing the Supply missions. With respect to the unfinished work it was agreed that:
  - (a) For the Mediterranean Liaison Office you would develop a tentative allotment which you would cable to Mr. Cochran requesting that he submit his budget estimates for this fiscal year by 1 April. Could this communication be ready for release by 23 March.
  - (b) With respect to the ERO you will prepare a communication referring to our outstanding inquiries concerning their budget and ask that we receive prior to the 1st of May, their revised budget based on the \$2,300,000 maximum for the year. Could this communication be ready by 21 March.
  - (c) With respect to the Southwest Area Office request Mr. Gaines by cable to submit his estimated budget for the year by 1 April. Could this cable go out by 19 March?
  - (d) It was further agreed that the Budget Division will develop tentative allotments to cover all accounts in order that the Accounts Division

*His  
Parker  
Mr. Dickson*



16 March 1945

can have a basis against which to record expenditures in order to furnish monthly encumbrance reports to the Budget Division before the 10th of each month with respect to Headquarters; it will be somewhat later in the month before the Accounts Division could furnish such information for the operating accounts. It is expected that these reports will then be regularly analyzed each month by the Budget Division for the purpose of recommending adjustments that seem necessary.

*H. Dickey*

3. Activities not covered in the Operating Program and new projects which have developed. In discussing these matters the following points developed:

- (a) Further analysis of the materials developed by your staff members in reviewing activities in the various organizational units will reveal areas of overlapping and gaps in our assignment of functions which should be looked into. It is expected that these matters will be brought to my attention for appropriate action.
- (b) You are developing an estimate to cover the category of printing and binding for the Administration.
- (c) You intend to devote more time to analyzing proposed distribution orders, in collaboration with Mr. Knight and his staff in the Finance Division to be sure that all aspects of the Administration's responsibility are covered in planning the distribution of the contribution of a Government.
- (d) You will prepare a memorandum to the Bureau of Supply using the Canadian and Peruvian cases to illustrate how it is important that all aspects should be taken into consideration.

4. We concluded that you are pretty well on top of the pending load, but if you had received the estimates and materials which should have been submitted to you by the various offices of the Administration you would have a considerable backlog accumulated. ~~We~~ emphasized the need for taking the following steps:

- (a) Filling promptly the vacant positions in the Budget Division.
- (b) Taking affirmative steps to get the estimates and materials from the field which are required. This involves attempting to summarize in a cable to the Field Offices the Mission Budget Procedure as set forth in the Administrative Order which is now before the Governor for approval.

c.c. Kenneth Dayton



COPY

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FOR RELEASE TO AM PAPERS  
FRIDAY, MARCH 16, 1945

Washington, D. C.  
No. 28  
15 March 1945

Herbert H. Lehman, Director General of the United Nations Relief and Rehabilitation Administration, today announced the appointment of Corrington Gill, of the United States, as Deputy Director General in charge of finance and administration.

Mr. Gill succeeds Mr. John F. Corson, who has served since May, 1944, in this post. Mr. Corson is resigning to join the staff of the Washington POST as Director of Research. In accepting Mr. Corson's resignation from UNRRA, Mr. Lehman expressed appreciation for the great progress accomplished by Mr. Corson in developing the financial and administrative phases of the organization.

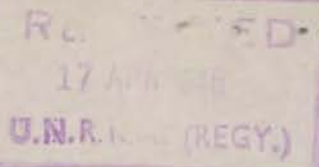
The incoming Deputy Director General was recently Director of the President's Committee for Congested Production Areas, which operated in the Executive Office of the President before its dissolution. Mr. Gill was Director of this Committee from its formation in 1943. Prior to that time he had been consultant to the Secretary of War and Deputy Director of the Office of Civilian Defense in charge of Operations.

A resident of Washington, D. C. Mr. Gill has been closely associated with federal relief agencies. In 1933 he was appointed as Director of Research Statistics and Finance for the Federal Emergency Relief Administration. Subsequently he served as Assistant Commissioner of that organization, the Civil Works Administration, and the Works Projects Administration.

A native of Grand Rapids, Michigan, Mr. Gill is a graduate of the University of Wisconsin. Following his graduation, Mr. Gill was active in independent economic research and was for some years Business Manager and Correspondent for the Washington (D. C.) Press Service.

He has been a member of the Advisory Committee for Aeronautics, the Central Statistical Board, and the National Resources Planning Board's Committees on "public works" and "long-range organization and relief policies." He has written many economic articles and a book, "Wasted Man Power: The Challenge of Unemployment." He served in the Navy during the first World War. He is a member of the Cosmos Club of Washington, D. C. and several professional organizations.





14 March 1945

TO: Harry Herwitz  
FROM: John J. Corson  
SUBJECT: Status of progress under the Operating Program of the  
Administrative Analysis Division.

It developed from our discussion on 12 March that the Operating Program projected by you in December for the Administrative Analysis Division has been pretty well effectuated to date, both as to the projects undertaken and the time schedule by which it was anticipated they would be completed. I am listing below for necessary action on your part those points which were brought out in the discussion for special consideration or action:

1. Item 9 a. It was understood Administrative Order No. 44 covering the functions of the Bureau of F. & A. will need review and revision in the light of pending changes concerning the Treasurer's Office and Finance Divisions.

It was understood that you would, in the near future, release the draft functional statements which you have prepared covering the three functional divisions: Public Information, General Counsel, Diplomatic Adviser, Office of Regional Liaison and the Financial Adviser, for necessary review and comment.

It was further understood that you would proceed with the negotiations now under way with respect to the Administrative Order on the Department of Areas, concerning the Coordination Studies Division and the Staff Services Division.

It is hoped that these functional statements can be completed and released by the end of April.

2. Item 9 b. It was agreed the delegation of functions to the Regional Office has been taken care of. It was your opinion that the directives which had been released for the area offices in Sydney and China take care of the remainder of the project.
3. Item 9 c. concerning relation of organizational units of this Bureau has not been completed as scheduled. It was understood you would spell out this project more fully in order to more clearly describe what is intended. It was further understood that it will be completed in this more comprehensive form by 30 June.



14 March 1945

4. Item 9 d. In discussing this review of directives for field missions you made the point that there had not been an opportunity in the past for you to review them. It was agreed that you would now proceed to review all the directives which have been issued and prepare a memorandum to the Bureau of Areas identifying those provisions which are of primary significance to this Bureau and suggesting any revisions which any of the top staff of this Bureau believe should be done; and at the same time point out to the Bureau of Areas why it is important for the Administrative Analysis Division to review these directives in advance of their release for the purpose of insuring consistency with Administrative Orders and other established policy.
5. Item 9 f. This project deals with the identification of UNRRA's objectives and development of periodic reports against those objectives. It was pointed out the recent March report released by Mr. Funkhauser is useful in the area of Supply, but additional areas need to be covered. It is understood that you are working with Linton Smith and others to complete the overall picture and that it is now expected this project will be completed by 1 June.
6. Item 9 g. It was understood in connection with this item on the distribution of material at Headquarters that you would complete the analysis of distribution being handled by the Secretariat and get the completed communications report out in the very near future.
7. Item 9 h. You were requested to make a two weeks analysis of material transmitted by Headquarters to the regional and field offices for their information and on the basis of that analysis, pose questions which will stimulate a more positive effort on the part of Headquarters divisions to keep the field informed.
8. Item 9 j. In connection with the procedure on supplies for liberated areas we discussed the guide which had been prepared by the Bureau of Supply to determine the allocations. It was understood you would prepare this week a memorandum to the Bureau of Supply summarizing the critical comments received, from the other divisions, particularly the functional divisions, concerning this proposal. Reference was also made to my memorandum of 2 March to the Acting Deputy Director General for the Bureau of Supply, "Development, Analysis and Adjustment of Supply programs in Liberated Areas" to which I hope to receive an early reply which will provide a basis for further discussion of this matter.
9. Item 9 k. With the completion of the two memoranda you are now finishing up on the Headquarters Budget Procedure and the Missions Budget Procedure this project is essentially completed.
10. Item 9 l. I suggested that this project concerning mass feeding might



14 March 1945

well be indefinitely postponed in the light of developments since your Operating Program was prepared.

In recapitulating your anticipated program for the remainder of this six months period we agreed upon the following:

1. With the present division staff of 3 professionals, 1 research assistant, and 3 secretarial-clerical members, you will be able to complete the Operating Program as scheduled.
2. You plan to emphasize during the remainder of the period, the following:
  - (a) A general review of what is actually being done in the various organizational units at Headquarters. You will initially review the material developed by the Budget Division in connection with their analysis of the 1945 Budget requests.
  - (b) Analyze the proposed plan of organization for the Middle East Mission and submit comments.
  - (c) Develop a system for the control of the issuance of forms.
  - (d) Complete the analysis of the respective functions of the Staff Services Division in the Bureau of Areas and the Administrative Services Division to avoid unnecessary duplication.
  - (e) Develop a proposal covering the responsibility for the interpretation of Administrative Orders.





13 March 1945

TO: Joseph P. Harris

FROM: John J. Corson

SUBJECT: Conclusions reached at Review of Operating Program for the Division of Personnel and Training on 13 March.

I think you will agree with me that the discussion this morning with you and members of your staff indicated that full use has not been made of this operating program as an administrative tool in the division. It does not seem to have been serving fully even those major purposes outlined in my memorandum to you of 14 November. For example, in initiating a new staff member to a job it would be desirable as one of the first steps to review with him the operating program for not only his unit but for the division as a whole; while in fact the new chief of one of your important sections had not known that the operating program existed until the last day or so.

Nevertheless, the discussion this morning revealed that the anticipated progress had been made in many areas along the lines planned for in the program. In order to assist in moving the division's operations ahead during the coming months I am listing below some points made at the meeting which you will wish to take action upon or keep in mind in connection with future planning:

(1) The projects numbered 1 and 2 for the Classification Section were reported as not to be completed by 15 March as originally scheduled. This is primarily due to the fact that a change has been made in the staff of this section since the program was prepared and emphasis has been placed on developing a broader plan and program for the section. Hereafter it is expected that one professional staff member will devote full time to the development of specifications and it is hoped that the revised project in place of the present No 1 will be completed by the end of May.

It is contemplated that the chapter in the Manual on classification will cover to a large extent the ground indicated by Project No. 2. It was indicated that as soon as this chapter is released an administrative order on the procedures to implement the classification program will be developed and released. Do you think this can be accomplished by the end of May also?

*This chapter is not to be released as an Order at this time. M.M.*

(2) It was agreed that a basic need in the classification field is agreement on UNRRA grades with a salary range for each one which can be followed throughout the organization. Some work has been done with Mr. Bailey on this and the Classification Section should take necessary steps to push toward a meeting of minds with the ERO. It was further agreed that the Classification Section should assume that responsibility for titles which are descriptive of the functions classified in specified positions, rests with the Classification Section. Affirmative action should be taken to provide proposals to the functioning divisions which will assist them in clearing up questions in this area.



13 March 1945

- (3) The written report of progress in the memorandum from Mr. Cramer dated 13 March covering the placement responsibilities was very helpful. I plan to discuss further at the regular weekly meeting with your staff tomorrow the question of new resources for future recruitment.
- (4) It was understood you would, prior to leaving for your trip to the field, get agreement on a general plan with the appropriate army officials here covering a procedure for getting men out of the U.S. Army abroad. Please let me have a status report on this matter by 20 March.
- (5) After a brief discussion of the position control being maintained in the Personnel and Training Division, it was agreed that the Headquarters position control should remain in the Budget Office, at least for the first six months of this fiscal year. This situation should be reviewed by the Personnel & Training Division in June to determine whether any steps should be taken at that time to combine the position control records, in the light of the budget system for Headquarters that is to be followed for the second half of the fiscal year, i.e. Line Item vs. Lump Sum Budget Control.
- (6) It was gratifying to learn that the necessary arrangements have been made to insure the security of records in the Investigation Section as contemplated in Project No. 3.
- (7) In reviewing the work of the Utilization Section it was reported that the meetings to train supervisors to make the Employee Progress Reports are to begin before the end of March in order to have the ratings completed by the end of April. It was agreed that as soon as it was known when the printed forms would be ready Miss Von Goeckingk would prepare a memorandum for release to all officials concerned outlining the plan for training and giving of the ratings, together with a time schedule.
- (8) Every effort should be made to expedite the printing of the McBee cards inasmuch as lack of them is holding up the whole system so far as the field is concerned.
- (9) Among the new developments which were not fully anticipated at the time the operating program was prepared are:
  - a) The procedure whereby the Investigation Unit furnishes promptly to the Health Division the medical factors which are obtained.
  - b) The determination of dependency status has become a regular and somewhat time-consuming job of the Investigation Section. In this connection I asked to see the file and the recommendation made by the Personnel and Training Division on the payment of dependency allowances in the case of a family living in a non-liberated area. Could I see this by 19 March please?
- (10) It was pointed out that the major parts of the operating program for this six-months period were based on the estimates of an over-all recruiting load of 950, of which 400 would be for Europe. The recruitment for Europe which has been allocated to us up to this time totals approximately 442.



13 March 1945

Having in mind that the operating program also provided for 100 positions for "unanticipated demands", there does not appear to be any reason at this time to readjust the operating program. It was agreed that the emphasis in the next several months would be upon:

- a) Completing the recruitment for the Displaced Persons Program in Germany now allotted to us, and
- b) Developing a backlog of applicants which can be used quickly to fill any additional recruiting allocations placed upon us by the ERO.

13 March 1945

17 APR 1945  
U.N.R.R.A. (H.C.Y.)

SUBJECT: REQUIREMENTS WHICH FIELD SERVICE PERSONNEL  
MUST MEET PRIOR TO ASSIGNMENT TO THE FIELD

INDEXED

1. PURPOSE: This order supplements Administrative Order No. 14 and prescribes the steps necessary to insure that all persons assigned to overseas service will be physically and otherwise qualified to meet conditions which may arise in the field. It applies to voluntary relief workers as well as to employees of the Administration.

2. PHYSICAL EXAMINATION AND TRAINING:

- a. In order to insure adequate standards of physical fitness for field work, a second physical check-up will be required of all field service employees prior to their assignment to field duty. This applies both to persons assigned to the Training Center and to persons assigned to Headquarters. The physical check-up will be given to persons assigned to Headquarters at a time stipulated by the Health Division. At the Training Center the physical examination will be taken before the completion of the training assignment. This examination will serve, in particular, to establish whether any changes have taken place in the physical status of the individual concerned since the original medical examination was taken, and in general, to assure that all persons being sent to the field are qualified for field service.

- b. The Health Division shall direct a physical fitness program at the Training Center to condition employees in training for field assignments. A special physical fitness record for each trainee will be filled out by the medical officer representing the Health Division and kept in a confidential file in his office.

On transfer of the trainee from the Training Center pertinent information will be taken from the card and added to the record of physical examination on file at Headquarters. If the Health Division finds that the condition of a trainee is not fully up to field standard it will communicate this fact to the Director of Training.

- c. The medical check-up will be administered by the Health Division of UNRRA which will also establish general standards and procedures regulating it. No field service employee shall be assigned to field service until he is certified by the Health Division to be physically qualified for the type of assignment for which he was appointed.

*Sub in in the  
about the matter in  
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in the file  
23/4*

✓



13 March 1945

Page 2

3. SATISFACTORY COMPLETION OF THE TRAINING COURSE: All field service personnel shall be required to follow a prescribed program designed to prepare them for overseas service. Typically this training program is conducted at the UNRRA Training Center at College Park. Not later than five days before the completion of each course, the Director of Training shall certify to the Director of Personnel, the Bureau of Areas, and the functional Bureau or Division concerned, the names of all persons who have satisfactorily completed the course of training and who are judged to be suitable for Field assignments. This certification shall be accompanied by the Training Branch evaluation of each person certified.

4. REVIEW COMMITTEE: All full-time members of the faculty at the Training Center shall constitute a Committee of Review, which shall meet at regular intervals, separate from other staff meetings, and shall review the work and qualifications of field service employees in training. The Director of Training or in his absence a member of the staff of the Training Branch designated by him shall serve as chairman. Reports of the committee shall be filed with the Director of Training not later than one week prior to the completion of each training course.

5. PROCEDURE FOR SEPARATION OR REASSIGNMENT OF PERSONNEL WHO DO NOT QUALIFY FOR OVERSEAS ASSIGNMENT:

- a. If any field service employee does not satisfactorily pass the physical examination for overseas assignment, the medical officer of the Health Division shall notify the employee concerned and the Director of Training. The Director of Training shall notify the functional division or bureau concerned, the Bureau of Areas, and the Director of Personnel. The functional division or bureau shall forthwith initiate a termination action as provided in Section 6.
- b. If any field service employee does not qualify for overseas assignment whether through failure to complete the course satisfactorily or is determined to be unqualified or unsuited for overseas assignment, the Director of Training shall notify the Director of Personnel, the functional division or bureau concerned, and the Bureau of Areas with a recommendation for disposition of the case.
- c. On receipt of an unfavorable report, the functional division or bureau shall consult with the employee concerned, and with the Director of Personnel and the Bureau of Areas concerning what action is to be taken, and shall initiate the necessary personnel action. If no agreement is reached the Director of Personnel shall refer the case to the Deputy Director General of Finance and Administration for decision. As soon as a decision has been reached the person concerned will be notified and shall be informed of the reasons for the decision.

13 March 1945

Page 3

- d. Employees who are qualified for service at Headquarters will be considered for any available suitable positions, if they desire such assignment, and shall be transferred if the interest of the employee and the Administration would be served thereby.
- e. In the case of voluntary agency personnel not to be sent to the field the agency concerned will be notified and consulted with at the earliest possible time.
- f. All records in the case shall be designated "Confidential" and forwarded directly to the head of the Appointments Section of the Personnel and Training Division, to be placed in the confidential section of the employee's file. Every effort shall be made to ensure that the written record does full justice to the employee.

6. SPECIAL PROVISIONS APPLICABLE TO EMPLOYEES WHOSE APPOINTMENT IS TERMINATED BY THE ADMINISTRATION PRIOR TO FIELD ASSIGNMENT. Any employee whose appointment is terminated because of failure to qualify for overseas appointment on the grounds set out in Section 5 shall be paid all salary due him, any accrued annual leave, and shall be paid a severance allowance of 30 days' salary, which shall be in lieu of advance notice, except that until 1 April 1945, any employee whose appointment is terminated because of failure to pass the physical examination, unless such failure was due to facts in his medical history which he failed to disclose in his original examination, shall be entitled to receive two months' severance pay. In any case, he shall also be returned his contributions to the Provident Fund and paid the return transportation charges for himself to his place of residence at the time of his appointment to the Administration.



Original - *Received under A2051* <sup>15</sup>  
38/4/45

RECEIVED  
17 APR 1945  
U.N.B.R.A.

10 March 1945

TO: Herbert H. Lehman  
FROM: John J. Corson  
SUBJECT: Monthly Report of the  
Bureau of Finance and Administration

Attached is the report of the Bureau of Finance and  
Administration on problems, trends and future activi-  
ties, and major activities during the month of February.

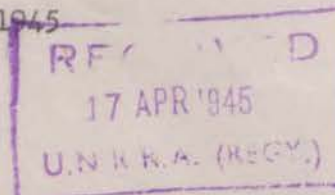
Attachment  
HHH/mhw

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INDEXED

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

6 March 1945



FROM: John J. Corson

SUBJECT: Inquiry from Mr. Parnis concerning Summary of Monthly Report of the Bureau of Finance & Administration.

Today Mr. Lacey of the Office of Regional Liaison discussed with us your problem of distributing copies of the Monthly Report of the Bureau of Finance and Administration, due to its length. You will be glad to know that we have under way now a plan for preparing a much briefer edition of this Monthly Report for the Director General. This briefer edition will contain only the most significant items.

It is probable that the staff in general in the ERO would secure from this brief or summary edition, all the information they wish, and therefore you may decide to duplicate for distribution, this report. I think it is probable that the Finance, Personnel and Services staff will want to see the full report because they are more concerned with the details of the work being done in the Bureau of Finance & Administration.

We hope to be able to prepare this briefer report in connection with our February report, but it may be that we will not get it into operation until the March report. In any event we will send to the ERO a copy of both the full monthly report and the briefer one.

*Copy sent to  
Mr. Parnis  
April 23/45  
7*



A1/3/2.

NOTE OF MEETING HELD ON FRIDAY, MARCH 2nd, 1945, IN  
MR. MACMULLAN'S ROOM, PORTLAND PLACE.

---

PRESENT: Mr. MacMullan  
Miss Bowie  
Miss Donald  
Mr. Parnis

The Meeting was called by Mr. MacMullan to discuss the system of sending information to Washington.

Miss Bowie explained that in the Supply Department arrangements had been made for an extra copy of everything to be taken, collected together by the Divisions, and sent to Miss Bowie. Where a copy of an outgoing letter was not self-explanatory a copy of the incoming letter was attached. Miss Bowie then proceeded to look through these copies and to eliminate those things which were of merely local or ephemeral interest. The rest she then sent to Washington.

Miss Bowie stated that this arrangement was found to work smoothly and satisfactorily; in general what went to Washington consisted of copies of outgoing letters and of important memoranda rather than trivial minutes of no particular importance outside the Office.

Miss Donald stated that the reorganisation of the Department of Operations had prevented any similar system being put into force; on the other hand, by the vigilance of the Classification Branch and the Action Officers concerned, copies of reports, etc. were increasingly being forwarded to Washington.

Mr. MacMullan stated that he had been informed by the Establishments and Organisation Division and by the Finance Division that they had made satisfactory arrangements themselves to keep Washington informed. The arrangements adopted for that purpose by the Information Division and the Legal Liaison Section were not known.

So far as the Secretariat was concerned, Mr. Parnis stated that he had received copies of minutes, letters, etc., but examination of these disclosed very little that could possibly be of interest to Washington. They consisted for the most part of notes and minutes dealing with various minor problems of office organisation in the ERO. In the nature of things the Secretariat was in very close touch with the Office of Regional Liaison in Washington and he thought that there was little or nothing of importance to Washington which did not get through in the normal course of events.

After a general discussion it was agreed to keep the question of keeping Washington informed under continuous consideration in the three Departments concerned, so as to facilitate the adoption for each Department of the system best suited to its requirements.



28th February, 1945.

To : Mr. John J. Corson

From : M. Morhange

Analysis of Administrative Budget for 1945

In reply to your memorandum of the 31st January, paragraphs 3 and 4, I think the best answer is to refer you to Item 16(a) of the Minutes of the 8th Meeting of the Budget Control Committee (which you will already have received) and to Item 11 of the Minutes of the 10th Meeting, copy of which I attach together with a draft Administrative Order setting out the Terms of Reference of the Sub-Committee which is to inquire into the staff situation in the various Divisions of ERO. These Terms of Reference have now been approved and the Committee is to start its work without delay.

With reference to your further letter to Mr. Mooney, dated 9th February, I have partly answered this in paragraph (3) of my letter to you of the 21st February. We are unable at the present stage to answer your points in detail owing to the fact that the Schedules to which you refer do not appear to have been received at ERO, and we have accordingly cabled you for them. I hope that by the time we receive them the work of the Sub-Committee may begin to show results and we shall be able to give you a clearer picture of the minimum needs of ERO.



28th February, 1945.

Dear Corson,

In reply to your Finance & Administration Weekly Letter No. 3:-

1. Yugoslav Administrative Budget.

I attach copy of a letter sent by Sir Frederick Leith-Ross to the Yugoslav Representative on the Committee of the Council for Europe.

2. Analysis of Budget for 1945.

My comments are given in a separate memorandum attached.

4. Report from Auditing Firm concerning Delays in ERO.

I attach a statement, together with list of staff of Finance Division.

Yours sincerely,

A. MORRIS

Mr. J. J. Corson,  
United Nations Relief & Rehabilitation Administration,  
1344 Connecticut Avenue,  
Washington, 25, D.C.

26th February, 1945.

Report from Auditing Firm concerning delays in HEO

I would like to take separately each of the points you raise on the above subject in your memorandum of the 31st January 1945, which was forwarded in the Weekly Letter No. 3 to Mr. Moray.

1. Additional Employees for Accounting Staff of the HEO Office

I attach a complete budget for the Finance Division showing the staff at present engaged and the recruitment position of the posts not yet filled. You will see that out of the total of 36 posts budgeted for the accounting staff, 27 are now filled, offers have been made for 6 of the remaining posts, one post is blocked and there are two vacancies which are not being filled at the moment.

2. Changes in the Pay-Roll Processes.

- a) The Form P.1. has now been revised and the three forms which are to take its place are now with the printers and it is hoped they will be ready for use in a few weeks time.
- b) A schedule of officers authorised to sign letters of appointment and forms P.1. and P.2. has been prepared by the Establishments and Organisation Division and agreed by the Administrative Council.
- c) The transfer of the absence records from the Establishments and Organisation Division to the Finance Division will be carried out during the next few days when the Pay-roll Unit has transferred from 11, Portland Place to Western House. This move is scheduled to take place on Tuesday, 27th February.
- d) The Barington Band Machines should soon be delivered. It is proposed to work up the Pay-rolls on the machine system from the beginning of January 1945, and to produce the weekly and monthly pay-rolls at the end of March on the machine system only.
- e) The Provident Fund records have been balanced up to the 31st December, 1944.
- f) The examination of the Personnel Records has been carried out and I understand that the certification by the Division of Establishments and Organisation that they are satisfactory will shortly be made to the Auditors.
- g) Owing to the pressure of work, further action has been suspended on individual earnings records.
- h) The Establishments and Organisation Division has not yet named an officer as a Procedure Writer, and no progress has so far been made on drafting a set of 'Rules of Procedure' based on the agreement made at the Meeting of 23rd November, 1944, on the initiation of appointments and changes of personnel status.

3. Considerable progress has been made during the last two months to catch up with the work that had got into arrears, and it is confidently expected that when the removal of certain Sections of the Finance Division to Western House has been completed, and the Barington Band machines are introduced, further progress will be made.

4. The Report for the 31st December 1944, has now been completed.



TO: Mr MacRullen  
for ACTION

Please circulate to  
copies distributed  
to .....

Sir L. L. Ross

Mr. Rhategan

Mr. Herbert

Mr. W. J. Allen

Mr. D. W. Allen

copy sent Mr. Lutton

.. .. Mons. Mortgage on "F" file

.. .. Mr. O'Halloran on "F" file

copy .. .. Mr. Jackson  
..... Branch Registry

Date.. 14.3.45..

Miss Gall

1. Surely there is no need for  
a copy of this l. to go to Mr.  
Fuller?

2. I should like to see this  
letter again at some stage, together  
with our letter to Mr. Corcoran of  
the 2 February.

A. E. L. Tarn  
13/3



## UNITED NATIONS

## RELIEF AND REHABILITATION ADMINISTRATION



F. &amp; A. Weekly Letter No. 5

24 FEB 1945

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

INDEXED

Dear George:

As I write this letter it seems likely that both Hugh Jackson and George Bailey will be leaving here the end of this week for the ERO. The staff here in the Bureau of F. & A. have profited a great deal from George Bailey's visit and in a discussion with him this morning I was gratified to be told that he feels it has been a very profitable trip for him also. While I realize Mr. O'Halloran has been handicapped during his absence I am hopeful that in the long run the time spent here will prove to have been beneficial from the point of view of the ERO.

Since starting this letter I have received your communication of 2 February giving us the benefit of your views concerning these weekly F. & A. letters. You are correct in assuming that the primary purpose of these letters is to inform the staff members there. You are also correct in understanding that I will clearly request action in connection with an item when I wish to hear from you concerning it. Thank you very much for the consideration you gave to this matter and to your helpful comments.

This letter covers the following points of information and inquiry, some of which are implemented by attachments as indicated:

1. Your attention is directed to Administrative Order No. 44, released 12 February "Functions of the Bureau of Finance & Administration", and forwarded previously to the ERO. In my opinion this document will be very helpful in supplementing information contained in the Division of Responsibilities statement insofar as the functions performed by the Bureau of Finance and Administration at Headquarters are concerned. I hope copies will be made available there to all members of the staff in the Establishments & Organization Division, and to all those concerned in the Department of Administration.

Members of the staffs of the above offices also will be interested in General Bulletin 120 released on 16 February and forwarded at that time to the ERO "Designation of Ralph R. Boyer as Chief of the Insurance & Claims Section, Division of Finance" setting forth specifically the functions performed by this Section.

2. The following two Administrative Orders recently released at Headquarters and sent to you will be of particular interest to the recipients of this letter: Administrative Order No. 42, "Within-Grade Salary Increases



UNITED NATIONS

RELIEF AND REHABILITATION ADMINISTRATION

for Increased Value to the Administration"; and Administrative Order No. 46, "Procurement of Administrative Supplies for Field Missions and Area Offices".

3. Administrative Budget for the ERO for the year 1945.

In my discussion with George Bailey this morning I referred to the letter to George Mooney of 9 February and asked him to review it with Messrs. Mooney, O'Halloran and Morhange upon his return to London for the purpose of expediting a reply if one was not already on the way. It is my belief that there must be a missing "chapter" of information between the two offices which explains the situation. In other words, I am quite sure there was a meeting of minds when the Director General and I were in London, that the \$570,720 would be the limitation of the ERO budget in accordance with the Montreal action.

*Copy made to Mr. Jackson*  
Matters to be taken up by Mr. Jackson when in London.

The attached copy of my memorandum of 20 February to Hugh Jackson will furnish you with information of some matters he expects to discuss with you.

5. Information requested from the Finance Division.

The attached memorandum dated 20 February is a reminder of a request for action on the part of Mr. Morhange with respect to accounting delays which had been registered in my 31 January memorandum. Please note that on the contrary, it requests that no action be taken with respect to the Yugoslav contribution.

6. The attached brief memorandum dated 20 February gives you information concerning nationality in the recruitment of UNRRA personnel.

7. The attached memorandum dated 20 February acknowledges receipt of the revised budgets for Minimum Liaison Missions and Displaced Persons Operations in Germany and informs you of steps being taken here on them.

8. "Division of Responsibility Between Headquarters and the ERO".

George Bailey is bringing back with him a letter from the Director General transmitting the final Headquarters revision of this statement, which it is hoped can now serve as the guide to the staff at both Headquarters and the ERO until experience with it reveals necessary changes and improvements.

Sincerely yours,

John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Inclosures.



20 February 1945

TO: Hugh Jackson  
FROM: John J. Corson

INDEXED

SUBJECT: Matters for attention in London.

In accordance with your memorandum of 13 February we would appreciate it if you would give the necessary attention in London to the following matters. Before the end of this week I expect to forward to you certain additional matters for attention in London:

1. Training plans being made in London and the importance of keeping Headquarters currently informed.
2. Baggage insurance.
3. Information concerning dependency status of Rufus Sheppard and James J. Patterson.
4. Information on group life insurance.

In addition to the above I understand Mr. Cramer is furnishing you directly questions concerning the Displaced Persons recruiting schedule. As you know Mr. Bailey is now leaving for the ERO about the same time as yourself and we have discussed with him in some detail the pending questions concerning recruiting for the Displaced Persons Program. Therefore, he may be of assistance to you in London on this matter.

UNITED NATIONS

RELIEF AND REHABILITATION ADMINISTRATION

20 February 1945

INDEXED

FROM: John J. Corson

SUBJECT: Material requested from the Finance Division.

This memorandum is in the way of a reminder and a withdrawal concerning materials which were requested from Mr. Morhange which may be en route but have not as yet been received:

1. Report on Accounting delays in the ERO.

You will recall my memorandum of 31 January, transmitted with F. & A. weekly letter No. 3, listing 5 points which were giving concern to the auditors of the firm of Deloitte, Plender Griffiths Company. In that memorandum I asked that Mr. Morhange dispatch as of 10 February a report giving the progress which had been made up to that time on each of the four points which were still outstanding. It was understood that in the meantime we would receive information as of 1 February via the weekly telephone conversation on that day. Please let me have a current report.

2. Yugoslav Administrative Contribution.

In another memorandum dated 31 January transmitted with the F. & A. weekly letter No. 3 I inquired whether the ERO would assist Headquarters in approaching the Yugoslav Government concerning their Administrative Contributions for both 1944 and 1945. In the meantime we have decided to handle this matter from here in the usual manner. Consequently you need not give any attention there to this contribution unless we so request later on.



UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

29 February 1945

INDEXED

FROM: John J. Corson

SUBJECT: Status of statement "General Principles Concerning Nationality  
in the Recruitment of UNRRA Personnel".

I thought you would be interested in knowing that the comments received from the European Regional Office on an earlier draft of the above statement have proved very helpful in revising it. A revision has now gone forward to the Director General for his approval which was reviewed here by Mr. Bailey of the ERO and in which he concurred.

Accompanying this submittal to the Director General was a letter to George Mooney transmitting a copy of the final statement. Consequently the approval of the statement by the Director General will be followed immediately by the release of that letter to you for your information.

UNITED NATIONS

RELIEF AND REHABILITATION ADMINISTRATION

20 February 1945

FROM: John J. Corson

SUBJECT: Receipt of Revised Budgets for European Operations

This is just to advise you that we received a few days ago the following revised budgets which were sent by Mm Morhange:

1. Minimum Liaison Missions Budgets as approved by the Budget Control Committee on 20 January 1945, which supersede all previous Minimum Liaison Missions Budgets.
2. Displaced Persons Operations - Germany, budget as approved by the Budget Control Committee on 19 January 1945, which supersedes all previous Displaced Persons Budgets.

They are now in process of review by the interested offices here and I expect the Budget Officer will have his proposals ready for me to consider by the end of this week. The recommendations should go forward to the Director General shortly thereafter and I hope we can cable you the results prior to the end of February.



10  
17 APR 1945  
U.N.R.R.A. (REGY.)

*Difficulties with  
to organizing this  
matter on April 22/45  
See memo attached  
this file. Gern  
23/4*

23 February 1945

To: C. H. Cramer  
From: Irving L. Posner  
Subject: Country Mission Budgets - ERO

As requested, I am submitting some observations on the Budget Requests for Personal Services transmitted from ERO for the Country Missions in France, Luxemburg, Denmark, Poland, Czechoslovakia, Belgium, Norway, and Holland. These comments are presented from the standpoint of the policy that, as far as practicable, a uniform system of classification shall be developed throughout UNRRA.

1. If UNRRA is to approach reasonable uniformity in classification standards and principles, this is a proper occasion to emphasize the principle that all UNRRA positions should be allocated to specific UNRRA grades -- but not in such unduly broad ranges, for example, as "10-13" to represent L1300-1500 in the case of Displaced Persons Officer or "11-13" to represent the same range for the position of Welfare Officer. In the French Mission Budget the same grades (10-13 and 11-13) are applied to the salary range of L1500-2000. These particular budgets have not been discussed with Mr. Bailey, however, he is in agreement, I believe, that we must have uniformity in this respect, and in our reply we might make reference to the materials he is carrying back to London. Our very tentative figuring has showed the practicability of a range of L1600-1800 for grade 14 (Chief of Mission) and 1400-1600 for grade 13, to cite an example of possibilities. Actual ranges should, of course, be left to ERO.

2. I do not know precisely the role to be played by these missions, and it may be that in countries where UNRRA will be unlikely to operate a very active program and the mission is planned accordingly, the Liaison Officer concept will be appropriate. As a contribution to standardization, however, it may be advisable to recommend revision of several titles, particularly those where precedents have already been established. These include Chief Displaced Persons Officer, Chief Medical Officer, Chief Welfare Officer, Chief Agricultural Rehabilitation Officer, Chief Industrial Rehabilitation Officer. Such titles would be used in the stead of Liaison Officer - Displaced Persons; Liaison Officer - Agricultural Rehabilitation, etc.

3. In the budget proposals, salary ranges are uniformly higher for the French Mission than for the other missions, comparing similar positions. Without further information, it might be surmised that this is based on



23 Feb. - CCramer

reasons of size or prestige. The potentialities of the UNRRA programs for Poland, Czechoslovakia, and Yugoslavia, however, would appear to call for UNRRA staff of equivalent or higher calibre. On the other hand, it is a question whether the Displaced Persons problem in Luxembourg or Denmark is on a par with that in other countries. These are simply observations, for, as mentioned, they are based on limited information.

4. Concerning the role of the Executive Officer it is not clear whether he is to be responsible primarily for the internal management of the mission, or whether he will be the No. 2 man. In the latter case, for reasons of prestige, it might be appropriate to give him the status of Deputy Chief.

5. As a suggestion, to show how a more precise approach to the individual positions might be achieved, I am attaching a possible personnel budget schedule for the Holland mission. It should be noted that listing of positions at a particular grade in the budget by no means precludes later a re-allocation of program developments so require.

ILP/lbw  
CC/WHowell  
SWhitman  
LSmith  
JCorson



POSSIBLE BUDGET SCHEDULE FOR PERSONAL SERVICES

HOLLAND MISSION

<u>Pos. No.</u>	<u>Title of Position</u>	<u>Grade</u>	<u>ERO Range (Hypothetical)</u>	<u>Washington Range</u>
104	Chief of Mission	14	\$1600-1800	\$8000-8800
105	Executive Officer (or Deputy Chief)	13	1400-1600	7000-7800
106	Finance and Personnel Officer	11	1000-1200	5000-6000
107	Chief Supply Officer	13	1400-1600	7000-7800
108	Chief Displaced Persons Officer	12	1200-1400	6000-6800
109	Chief Medical Officer	13	1400-1600	7000-7800
110	Chief Welfare Officer	12	1200-1400	6000-6800
111	Chief Agric. Rehab. Officer	12	1200-1400	6000-6800
112	Chief Industrial Rehab. Officer	12	1200-1400	6000-6800
113	Administrative Officer*	9	640-800	4000-4400
114	Interpreter	8	500-680	3600-4000
115	Secretary	6	325-425	2800-3200
116	Clerk Stenographer	4	200-240	2200-2400

\*Functions not noted.

Mr. MacHallen

for ACTION

Please circulate to  
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to .....

To be circulated  
to -

Sir F. Leith Ross

Mr. Blatigan

Mr. Herbert Ford

~~Mr. Herbert Ford~~

Mr. O. Ward J.W. 11/4

Dr. Leppin J.

copy sent

" "

" ..... A ..... Branch Registry

Date. 5. 3. 4. 5. Paper Cohen



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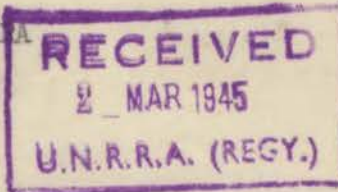
UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION  
1344 Connecticut Avenue  
Washington 25, D.C.

VIA AIR MAIL

F. & A. Weekly Letter No. 4

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

10 FEB 1945



Dear George:

I was interested in seeing this week, a copy of the Administrative Order No. A from London "Organization of the European Regional Office". This was particularly welcome inasmuch as I had just a day or two before discussed with Mr. Fabricant some matters and he had informed me that he had not known before he left London of the new organizational setup. In the meantime we have learned of the appointment of Ed Rhatigan as Deputy Director General for the Department of Operations and wish to take this opportunity to express our congratulations and assure him that the Bureau of Finance & Administration wants to assist him in every way possible in getting the new department operating in teamwork at the earliest possible date.

I am listing below the items covered in this letter, including those for which there are attachments:

1. Plan for additional Supply Missions in Latin America. (Memorandum attached)
2. New Headquarters procedure "Appraisal of overseas Field Personnel" which has been developed to help us reduce the number of misfits or physically or psychologically unprepared individuals from our staff before they are transported overseas. A copy of this Administrative Order as drafted and as now in effect at Headquarters, is attached to the copy of this letter from Mr. Fulton. I would appreciate very much if he would review this material and let me have his comments and suggestions concerning it.

Procedure for handling reporting from the field. (memorandum attached)

4. Travel to the Field by Headquarters staff:
  - (a) Roy Hendrickson and George Zanthaky are leaving within the next several days to visit the Balkan Mission and other points in the Mediterranean area for the purpose of handling certain Supply and other operating problems.
  - (b) Milton Siegel, Assistant Treasurer is leaving within the next several days also, for Cairo and subsequently probably other points in the Mediterranean area primarily to see that necessary steps are taken to

Copy made  
to A.C. & copy  
sent to Mr. H. G. Cohen.

- 2 -

10 February 1945

improve the accounting reporting from the Balkan Missions and to handle certain related matters.

There will be forwarded to you within the next couple of days a letter covering our review and appraisal of the ERO Administrative Budget for 1945 which was submitted by Mr. Morhange in his letter of 17 January. In the light of the Director General's statements while in London and the meetings Ken Dayton and I had with the Budget Control Committee it was surprising to receive a budget above the amount indicated by the Council at Montreal and approximately in the same shape as it had been prior to our discussions in London.

Sincerely yours,

John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Inclosures.



A1600

8 February 1945



FROM: John J. Corson

SUBJECT: Additional Supply Missions in Latin America.

The Bureau of Supply has submitted a budget request which would cover supply missions in Santiago, Chile; Bogotá, Colombia; and Mexico City, Mexico, in addition to the Supply Mission now located in Rio De Janeiro, Brazil. Their plan contemplates that three members of the staff in each of these offices would be regular UNRRA employees whose salaries would be met from the category of Administrative Expenses. The remaining staff members which preferably would be recruited in the countries themselves and would consist mainly of secretaries, would be paid through the contribution of the country involved.

RECEIVED

2 MAR 1945

U.N.R.R.A. (REGY.)

7 February 1945

FROM: John J. Corson

SUBJECT: Procedure for sending instructions concerning Country  
Mission Reports to Headquarters.

There has been some cable communications concerning the draft Administrative Order providing a system of reporting from the country missions. Your last cable was No. 189 and we have asked Mr. Jackson in his weekly telephone conversation on 8 February to explain more fully the factors involved. Since the reporting system should be a product of the best thinking of Headquarters, European Regional Office, and the Country Missions, compiled into an Administrative Order which is applicable throughout the Administration, any changes in instructions would be released only after there had been agreement between the European Regional Office and Headquarters. As you know we follow that procedure in connection with Administrative Orders and secure an understanding between Headquarters and the European Regional Office before releasing an Administrative Order which comprehends the European Regional Office. Since only approved instructions therefore will be sent to the Missions, it is contemplated they will be sent simultaneously to the regional or area office to which the Mission reports as well as to the Mission itself. There would be no advantage, after final approval of instructions by Headquarters in agreement with the ERO, in having such instructions sent to London for redistribution to the Missions.

As you know Miss Helen Jeter who has been carrying responsibility for development of the reporting system will shortly proceed to the ERO and the Field Missions to assist in establishing the reporting system and to secure the thinking there with respect to the procedural details.

*Copy filed HC. 1 copy sent to W. L. Cohen.*

*E. J. Quinn*

*Y-3-45*



Reference.....

21st February, 1945.

There are a few points which will interest you in Mr. Corson's Weekly Letter to Mr. Mooney No. 3.

Attachment 1. Paragraph 4.

Would you like me to approach the Yugoslav Government about its contribution for 1944 and 1945 or will you be taking this up?

Attachment 2.

You may be interested in the Minute dealing with the Administrative Budget for 1945.

Attachment 4.

Replies to most of the points raised in this Minute on the Report from the Auditors were made by Mr. Mooney in the weekly telephone conversation on 1st February, but I am preparing a full statement on this subject for Mr. Corson.

Proposed Administrative Order No. 36 on Living Allowances

The scheme proposed in this Order seems satisfactory, but I am discussing it with Mr. O'Halloran and suggesting one or two verbal amendments.

Sir Frederick Leith-Ross.

*M. McPherson*

*Many thanks*

*W.A. 22/2*

*V. L.  
22/2*

My F. A. Weekly Ltr.

F. A. 67

UNITED NATIONS

RELIEF AND REHABILITATION ADMINISTRATION

20 February 1945

INDEXED

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UNITED NATIONS

RELIEF AND REHABILITATION ADMINISTRATION

20 February 1945

*Wc F & A Weekly Ltr No 5*

**F** F.A.67

INDEXED

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Miss  
Mallinson  
TO: Mr MacKullin  
for ~~ACTING~~ Mr Mooney  
RETENTION

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Mr MacKullin  
Sir F. Leith Ross  
Mr. Rhodigan  
Mr. Herbert  
Mr. Myer Cohen  
Mr. D. Lard  
Dr. Lopping.

Mr. Fulton

Mrs. Workman

Mr O'Halloran.

..... Branch Registry

Date.....

Miss Mallinson  
I think you file these  
copies better & appear



A 7. the day  
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UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

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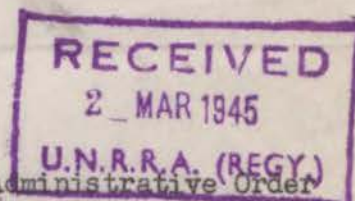
VIA AIR MAIL

F. & A. Weekly Letter No. 4

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

10 FEB 1945

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VIA AIR MAIL

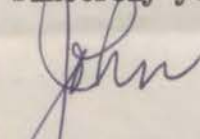
- 2 -

10 February 1945

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John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Inclosures



UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

8 February 1945

VIA AIR MAIL



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UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

VIA AIR MAIL

7 February 1945



FROM: John J. Corson

SUBJECT: Procedure for sending instructions concerning Country  
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TO: Mr Mooney Retention  
for ~~ACCT~~

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Mr O'Halloran  
Mr Weyer Cohen  
Mr Shatigan  
Mr Mooney  
Mr MacCallen  
Mr Shepherd  
Mr Legg  
Mr Hearn  
Mrs Zimmerman

1 Copy sent

.. ..

Finance.

Wm W. H. H. H.

Sir L. R. R.

Mr Herbert

Mr Hunt

..... Branch Registry

Rec'd Date.. 15.. 3.. 4.. 5.. ..

\* Adm Order No. 36 Rural  
Memoranda by Sanbani.

TO: WC Moorey  
for ~~ACTION~~ Retention

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Establishments

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to Finance & Establishment.  
Date.....

G.S.M.



UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

INDEXED

F. & A. Weekly Letter No. 3

VIA AIR MAIL

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

2 FEB 1945  
RECEIVED

16 FEB 1945

Dear George:

U.N.R.R.A. (REGY.)

We are very glad to have George Bailey here and expect to make good use of his services for the next couple of weeks. He had a quick trip over here and we hope the information about our activities and plans here will prove useful to him and other members of the staff in London, upon his return.

Contents of this Letter:

1. Steps being taken at Headquarters to encourage receipt of the 1945 Administrative Contributions from Member Governments.
2. Analysis of Administrative Budget for 1945.
3. Decision of the Director General concerning UNRRA policy relating to the use of Local Currency derived from the sale of UNRRA Supplies.
4. Report from Auditing firm concerning delays in ERO.
5. Registry of Mail at ERO and Headquarters.
6. Developments concerning field allowances, within-grade promotions, and employee progress reports.

With best wishes,

Sincerely yours

*John J. Corson*  
John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Rec: in A Registry 15.3.45  
*gelly*

A1530  
Leith Rm  
Sally Wards

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

31 January 1945  
A1/3/1

VIA AIR MAIL

FROM: John J. Corson

SUBJECT: Steps being taken at Headquarters to encourage receipt of the  
1945 Administrative Contributions from Member Governments.

In order that you will be kept current in our activities here on the above subject I am setting forth below the program we have developed here to encourage and facilitate the submittal of contributions by member governments. As you will see paragraph 3 relates to outstanding contributions for 1944 also.

In addition we would like to have your reaction to the question posed in paragraph 4 concerning the contribution from Yugoslavia.

1. Letters will be dispatched by 3 February to the following governments, indicating their respective allocations and requesting payment at an early date.
  - (a) Countries invaded by the enemy:  
Belgium, China, Czechoslovakia, Ethiopia, France, Greece, Luxembourg, Netherlands, Norway, Philippines, Poland.
  - (b) Countries whose operating contributions are pending or contemplated:  
Columbia, Cuba, El Salvador, Guatemala, Haiti, Honduras, India, Nicaragua, Panama, Peru.
2. Special letters will go out by 10 February to the following countries whose general contributions have been authorized:  
Brazil, Iceland, Liberia, Mexico, Union of South Africa, Venezuela.
3. Special letters covering Administrative Contributions outstanding for 1944 as well as for 1945 will be dispatched by 28 February to:  
Bolivia, Costa Rica, Iran, Iraq, Chile, Ecuador, Paraguay, Uruguay. (Individual treatment in each case will be given as all these countries differ in their general contribution status.
4. Special handling is indicated for Australia, whose administrative contribution is a part of its general contribution already authorized. Yugoslavia owes \$65,000 for 1944 plus \$52,500 for 1945. Would ERO assist us in approaching Yugoslav Government in this matter?
5. Egypt's contribution is being referred to Cairo by cable.
6. The contribution of the U.S.S.R. is handled by Mr. Corson.
7. The USA contribution has been covered already by a letter to Mr. Crowley.
8. Canada's Administrative contribution is available in the operating account in New York and is being transferred to the administrative account.
9. The 1945 Administrative contributions of the Dominican Republic, New Zealand, and the United Kingdom have already been paid.



A1530  
Leith R  
R. Hubert  
E E R. H. H. H.

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

VIA AIR MAIL

31 January 1945

FROM: John J. Corson

SUBJECT: Analysis of Administrative Budget for 1945.

At the weekly Executive Staff Meeting of the Director General held on 23 January the Director General said he wished it to be understood by all Heads of Bureaus and Divisions that they should budget for the development of their administrative units within the figures approved at Montreal. He stated that while consideration would be given to any legitimate request for expansion beyond that, the presumption should be that every Division would plan its work within the allowances originally foreseen and there should be no general expectation that larger expenditures would be met.

At the meeting it was pointed out that while the Montreal Conference had approved an eleven and a half million dollar budget, it was probable that no more than ten and three-quarters million would be available because of delay or default on the part of contributing governments. Nevertheless, administrative expenses continue and some new obligations, such as the administration of the Sanitary Agreements, are being placed upon the Administration. To avoid asking the Council for a supplementary budget it is essential that all parts of the Administration continue within the present budget allotments at least for the first half of 1945. While it was recognized that in an emergency use could be made of the Contingency Reserve it was the Director General's view that it would be undesirable to draw on this too early in the year. Reference was made to the fact that there is already provision for the expansion of the Headquarters staff from 750 to 925 positions within the framework of the 1945 budget. The Director General said that in view of expansion which is being requested by some parts of the organization he hoped that the maximum use would be made of present personnel by transferring them from overstaffed offices and divisions to those which are understaffed, before any new employees are added.

It is expected that the detailed workload analysis being made by the staff of the Budget Division at Headquarters of each Bureau and Division will have been completed and the reports on them written by the end of January. This is a collaborative endeavor which is performed by the people actually doing the work in the various Divisions in cooperation with the staff members of the Budget Division. Workload figures are used to the greatest extent possible in order to develop objective data for appraising the budget requests.

It is hoped a similar objective technique is being used in the ERO in order to insure equity and the most effective use of administrative funds.

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

31 January 1945

VIA AIR MAIL

FROM: John J. Corson

SUBJECT: Decision of the Director General concerning UNRRA policy relating  
to the use of Local Currency derived from the sale of UNRRA Supplies.

In this note I just want to bring to your attention, Washington Cable to London Number 142 of 23 January setting forth the principal points of the policy which the Director General is following with respect to the use by the recipient government of proceeds derived from the sale of UNRRA supplies in a country. As you will notice from the cablegram the Director General is advising the members of the Central Committee of this policy.

A copy of the Director General's memorandum to the Central Committee has been sent to you by pouch.

A1530

*Left Room  
R. H. H. H.  
S. S. H. H. H. H.*



A 1530  
Laird Rine  
Buckhams

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

31 January 1945

VIA AIR MAIL

FROM: John J. Corson

SUBJECT: Report from Auditing firm concerning delays in ERO.

In a telephone conversation with Mr. Cochrane of Deloitte, Plender, Griffiths & Company he referred to his "disheartening news from London" which had been forwarded in a communication dated about the 2nd of January. A cable from here has already gone forward to you on this matter but I am setting forth below the points which were presented to us. I would appreciate having a reply dispatched to me immediately by Mr. Morhange with respect to points 1, 2, 3 and 5.

1. That although they had agreed when Mr. Cochrane and yourself were in London that approximately 14 additional employees would be added to the accounting staff of the ERO office, only 4 additional employees had been employed to that time.
2. That although complete agreement had been reached on making changes in the payroll processes no action had been taken to give effect to the recommended changes.
3. That the work of the office was getting further behind rather than any progress being made to get current.
4. That he did not know when the November 30th Financial Statement would be completed (the November 30th Report from London was actually received in Washington about the 19th of January).
5. There was considerable doubt as to just when the report as of 31 December would be completed.

Could I look forward to having this reply dispatched by 10 February. In the meantime I hope to receive via the weekly telephone conversation on 1 February, such immediate information as is available.

A1530

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

*Mac Mullins*  
*Amble*  
*Lygd*

VIA AIR MAIL

31 January 1945

TO: ERO  
FROM: John J. Corson  
SUBJECT: Registry of Mail at ERO and Headquarters

In accordance with request from Mr. Jackson I have instructed all members of the staff of the Bureau of Finance & Administration who may travel between Headquarters and the ERO or the country missions to have any mail which they carry personally, passed through the Registry for suitable classification and routing to all the interested officials.

We are of course eager to have a similar procedure adhered to at Headquarters and will appreciate the fact if all members of the ERO staff who bring materials to Headquarters will see that it is properly routed and controlled here before dispatching it to the individual concerned.

*Done*  
*I think.*  
*ly*



A1/3/1  
A1530

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

31 January 1945  
*Leith Ross*  
*R. H. H. H. H.*  
*E. E. E. E. E.*

VIA AIR MAIL

FROM: John J. Corson

SUBJECT: Statements on status of allowance policy, within-grade salary increases and employee progress reports for incorporation in London letter.

- (a) The proposed allowance policy has been drafted in the form of an Administrative Order and has been given to field service employees for their consideration. A copy is attached.
- (b) A plan for within-grade salary increases is being developed which provides that all employees shall be considered for a salary increase at the end of each 12 month period of service with the Administration during which they have received no salary advance. Employees who are certified as being of increasing value to the organization will be granted increases. Preliminary draft of Administrative Order is attached.
- (c) A system of employee progress reports is planned to be ready to inaugurate in Headquarters by 1 March. The attached drafts of Administrative Order, forms and instructions have cleared divisions and are waiting final approval.

These three proposals will be discussed with Mr. Bailey while he is at Headquarters.

Attachments

UNITED NATIONS  
RELIEF AND REHABILITATION  
ADMINISTRATION

ADMINISTRATIVE ORDER NO.

10 JANUARY 1945

SUBJECT: EMPLOYEE PROGRESS REPORTS

1. PURPOSE: This order shall state the purpose and use of Employee Progress Reports for UNRRA employees, headquarters, regional offices, and field, and shall prescribe the procedure for employees stationed in Washington.

2. PURPOSE AND USE OF EMPLOYEE PROGRESS REPORTS: Employee Progress Reports serve a two-fold purpose:

- (a) To give a continuous written record of an employee's work performance throughout his employment with UNRRA. These progress reports may be discussed by the immediate supervisor with employees who request an evaluation of their work performance. By effective discussion with the employees, supervisors are able to use these progress reports as a training pool in developing employees to their highest potentialities.
- (b) To be used administratively whenever personnel actions, such as transfer, promotion, lay-off, etc., are contemplated. The weight which Employee Progress Reports shall carry in the final decision of contemplated personnel actions shall vary with the circumstances of each case.

Copies of Employee Progress Reports shall be available to the receiving supervisor in all cases of transfer from one organization unit to another.

3. PROCEDURE: Employee Progress Reports shall be written on all UNRRA employees through Grade 12, headquarters, regional offices, and field, regularly once a year on 1 March.

On or about 15 February, blank Employee Progress Reports showing only the name and division of each employee, shall be sent to the bureau or division chief for distribution to the proper supervisors. They shall be completed and forwarded by the immediate supervisor in accordance with "Instructions for Employee Progress Reports" form #\_\_\_\_\_.



## INSTRUCTIONS FOR EMPLOYEE PROGRESS REPORTS

**WHY HAVE PROGRESS REPORTS?** Employee progress reports are appraisals of an employee's work performance. It is important that supervisors periodically take stock of the work performance of their employees and that employees be informed about their progress if they wish. Although it is recognized that no one system will be satisfactory to all, the establishment of a plan such as this provides for periodic appraisals of work performance throughout an employee's employment period, and for uniformity in the methods and approach used. Employees want to know how well they are doing and it is the responsibility of each supervisor to be able to discuss this intelligently with his subordinates.

Well prepared progress reports also serve as an administrative tool throughout the organization, available to supervisors for consideration when personnel actions such as promotions, reclassifications, transfers, etc., are contemplated. They point up training needs for individual employees or groups of employees. And they serve to acquaint supervisors with the UNRRA work history of any new employees assigned to them.

**HOW WILL THEY BE USED?** Periodic reports of an employee's work history will be helpful when personnel action is contemplated but the consideration given to such progress reports and the weight which they shall carry in the final decision of anticipated action will vary.

Copies of progress reports shall be sent to the field from headquarters or from one country mission to another prior to or at the time of the transfer of a field employee. Progress reports for employees stationed at headquarters or in the regional offices shall be available to the receiving supervisor in case of transfer between organizational units.

Employee progress reports should be used in discussing with an employee his work performance and his standing within the division. Through effective discussion with the employee, the supervisor can use progress reports as a training tool to improve the work record of the entire unit.

**ON WHOM WILL PROGRESS REPORTS BE WRITTEN?** All UNRRA employees through grade 12, headquarters, regional offices, and field, shall be evaluated regularly once a year on \_\_\_\_\_.

Individual voluntary society personnel shall be evaluated as UNRRA employees, but volunteer society units shall not.

An employee who transfers from one organization unit to another shall be evaluated by his supervisor prior to his leaving his position.

Employees who complete their training assignment at the Training Center at the University of Maryland shall be evaluated on forms used for such specific evaluation by the Training Branch.



## INSTRUCTIONS FOR EMPLOYEE PROGRESS REPORTS (Continued)

### WHO WILL WRITE PROGRESS REPORTS?

Progress reports shall be made out by an employee's immediate supervisor. If an employee divides his time between two supervisors a progress report shall be completed by each supervisor.

If a supervisor feels that an employee has been under his supervision for too short a time to warrant a full progress report, he may comment on those factors with which he is familiar and indicate that further comment is not possible.

A supervisor who transfers from one organization unit to another shall be required to make out progress reports on his employees prior to his leaving his position.

Within each division, progress reports completed by immediate supervisors shall be reviewed by the bureau or division chief and any of the intermediate supervisors designated by him. It shall be the responsibility of the division chief to review the progress reports from an over-all organizational point of view in order to eliminate any trends among his supervisors toward generally too high or too low work performance standards. Comments by intermediate supervisors or the division head should be written in on the form. Should the division chief or any of the intermediate supervisors wish to discuss any of the progress reports with the immediate supervisor who is responsible for them, he should do so at this time. After review by the division chief, progress reports are to be forwarded to the employee utilization officer, Personnel and Training Division.

### Page 1

### HOW IS REPORT WRITTEN?

Read the entire form through carefully before writing any comments.

Consider carefully the employee's position, grade, and work assignment. Refresh your memory of the position's intended scope, duties, and responsibilities by re-reading the job description on the basis of which it was allocated by the Classification Section. Determine also whether the employee should be included under supervisors, professional or technical employees, or clerical-secretarial employees.

The suggested factors listed on Page 1 of the employee progress report form should be considered thoroughly. Comment in your own words on all things pertinent to the work of the employee being appraised, and add also comments on other points which help to give a more complete picture of the employee's work performance. It is important to bear in mind that this is an evaluation of the employee's work performance, not of the employee himself. The work performance is measured by the yardstick of reasonable job requirements, and these job requirements must be related to activities found in the position.

### Page 2

For purposes of effective operation within your own division and for the purpose of sound employee utilization throughout the organization full comment is needed in the first group of questions on page 2. Think in terms of the employee's maximum skills and abilities. Are they being



## INSTRUCTIONS FOR EMPLOYEE PROGRESS REPORTS (Continued)

used effectively on his present assignment? Can he best serve the organization on his present assignment? Has he developed new skills and abilities since assignment to his present work, which make him of greater potential value on another job? Is he now able to carry greater responsibilities? Is he not completely satisfactory here but potentially satisfactory on a job more suited to his individual abilities? Comment fully on the employee's place within your organizational unit and on any possible general future action such as promotion, reclassification, transfer, dismissal, etc.

### WHAT HAPPENS TO THE REPORT?

When you have completed the progress report form, sign and forward it to your immediate supervisor who will add any necessary comments and forward it to his supervisor, etc.

Most employees are anxious to know how they are evaluated by their supervisors and it becomes a supervisor's responsibility periodically to evaluate an employee's work performance to him. Supervisors are encouraged to discuss progress reports with all employees, but shall be required to discuss progress reports only with those employees considered unsatisfactory or those requesting a discussion of their work. An effective progress report interview helps both the supervisor and the employee. Allow sufficient time for full discussion. Let the employee speak freely, ask questions, and make suggestions. Answer all of his questions directly and fully. Discuss his job and his work performance, giving praise where deserved, and criticize straight-forwardly and constructively. Help him analyze his problems, suggest various possible solutions, and offer to help him in carrying them out.

Progress reports should be discussed with employees not later than two weeks after the date of the report.

Completed progress reports shall be forwarded by the bureau or division chief to the employee utilization officer, Personnel and Training Division.

### PROGRESS REPORTS FOR PROBATIONARY PERIOD.

Progress reports shall be made on all new employees upon completion of the three months probationary period on the first assignment. The purpose of the probationary period progress report is an evaluation of the employee in terms of his desirability for permanent employment with UNRRA. Although it is recognized that the evaluation will of necessity be general, as detailed comments as possible will be helpful, and it is important that the questions on page 2 of the form be answered fully.



UNRRA EMPLOYEE PROGRESS REPORT

DATE \_\_\_\_\_

Name \_\_\_\_\_ Hdqtrs. \_\_\_\_\_  
Position & Grade \_\_\_\_\_ Unit \_\_\_\_\_  
How long has employee worked on present job? \_\_\_\_\_ How long under you? \_\_\_\_\_

Please read entire form through carefully before writing any comments. See also Instructions for Employee Progress Reports, Form # \_\_\_\_\_.

INSTRUCTIONS: Give a concise statement on the work performance of this employee during the past 12 months, or fraction thereof, while under your supervision. The following factors are suggested for consideration. Include also comments on his strongest and weakest traits, his capacity for growth with UNRRA, and any unusual circumstances, health, special assignments, etc., which may have affected his performance. Consider:

Quantity of work accomplished in a given period of time.  
Ability to plan work and go ahead with a job without being told every detail, and ability to make constructive suggestions.  
Interest and versatility in various types of work.  
Success in cooperating and working effectively with others, including co-workers, those exercising greater authority, and outside contacts.

SUPERVISORS

Ability to outline work clearly, delegate responsibility, and secure adequate results promptly.  
Leadership ability and respect of subordinates.

PROFESSIONAL OR TECHNICAL EMPLOYEES

Competence, knowledge, and judgment in the subject matter of his field.

SECRETARIAL-CLERICAL EMPLOYEES

Accuracy, thoroughness, and dependability of work results.

FIELD EMPLOYEES

Adaptability to working in a foreign country, under new and quickly changing conditions, political situations, foreign languages, etc.

STATEMENT BY SUPERVISOR: \_\_\_\_\_



Has this employee the assignment which best utilizes his skills and abilities?

What different kind of assignment would you recommend?

Comment:

If this progress report is on employee's probationary period, comment on his desirability for permanent employment.

Has the gist of this report been discussed with the employee? Yes \_\_\_ No \_\_\_

Reported by \_\_\_\_\_  
Name Position Title

Comments, if any, by intermediate supervisor (Please sign and date):

Comments, if any, by Bureau or Division Chief (Please sign and date):

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SUBJECT: LIVING ALLOWANCES PAID TO EMPLOYEES SERVING ABROAD.

1. PURPOSE: The purpose of this order is to provide the bases for determination of living allowances paid to UNRRA employees when assigned to posts of duty in a country other than the country in which their home stations are located. This order shall apply to all UNRRA and voluntary agency personnel serving with UNRRA who are stationed outside their own country. It supercedes Administrative Order No. 36, issued 13 November 1944, which is hereby revoked.

2. APPLICATION: The rates prescribed in this order shall apply not later than April 1, 1945 to all employees serving at a post of duty in a country other than the country in which their home station is located.

3. DELEGATION OF AUTHORITY: The authority herein granted to the Chief of Mission can be exercised by the officer in charge of a field mission or office regardless of his title. The living allowance for headquarters will be established by the Deputy Director General for Finance and Administration, and for E.R.O. by the Administrative Council.

4. DEFINITION OF HOME STATION: The home station of an employee is the city to which he will be returned at the termination of his employment. It shall be determined at the time of his appointment by the Personnel Division of the office by which he is recruited as follows:

- (a) If the Administration has an office in the country of which the employee is a national, his home station shall normally be the city in which the principal office of the Administration in that country is located, except that in the case of an employee who does not reside in the country of which he is a national, the Personnel Division may designate a city in the country in which he resides as his home station.
- (b) If the Administration has no office in the country of which the employee is a national, the home station shall be the city designated at the time of appointment, which ordinarily will be a city in the country of which he is a national.

5. GENERAL PRINCIPLES:

- (a) Living allowances shall be paid to employees serving outside of their own country (as defined in paragraph 3). This allowance shall cover in both low and high cost areas the additional living costs which employee incurs by reason of foreign service. It shall be paid in local currency at the most favorable rate of exchange available to UNRRA.



Draft

ADMINISTRATIVE ORDER NO. 36  
(Revised) 1945

(b) The living allowance shall be composed of:

(1) An allowance to cover the additional cost of food and lodging.

(2) A flat allowance of \$1.50 per day to cover the increased cost of incidentals.

(c) Since the living allowance shall cover the extra cost of living abroad, it will vary:

(1) According to the cost of food and lodging at the different stations as determined by the Chief of Mission.

(2) According to the dependency status and salary level of the employee as explained in paragraph 7.

(d) Since employees of the Administration may change their status frequently and at irregular intervals, allowances will be paid on a per diem basis to permit ready adjustment in the allowance rate.

#### 6. ESTABLISHMENT OF SCALES OF LIVING ALLOWANCES.

(a) The Chief of Mission, after consultation with the local government, shall establish the scale or scales of living allowances included in Table I of this order which shall apply to the area as a whole, or to particular localities as circumstances warrant. These scales shall be revised from time to time to take into account changes in the cost of living.

(b) The scales of living allowances established by the Chief of Mission shall be subject to the approval or revision by the Deputy Director General for Finance and Administration. The Chief of Mission, however, may establish provisional scales of allowances which shall be put into operation without waiting for the approval of the Deputy Director General for Finance and Administration, but the approved scales when established shall apply to the entire period.

(c) Chiefs of Missions shall forward to headquarters or to the appropriate regional office their recommendations for the establishment of scales of living allowances, together with information indicating (1) the cost of living in each area for which individual rates are established; (2) the actual living costs of employees of the Administration; and (3) comparable rates used by other agencies. The European Regional Office shall review and forward to headquarters with its comments and recommendations such reports received from missions under its jurisdiction.

*John Skelton  
200 for  
Mission under  
its jurisdiction*



UNRRA

Draft

ADMINISTRATIVE ORDER NO. 36  
(Revised) 24 January 1945

7. METHODS FOR DETERMINING SCALES OF LIVING ALLOWANCES.

(a) The Chief of Mission shall, in consultation with the local government, determine the average reasonable per diem cost of food and lodging. If either of these items is provided to employees without charge or at reduced rates not generally applicable in the area, the actual cost shall be used in determining the cost; if both of these items are provided without charge, the cost will be nil.

(b) A flat allowance of \$1.50 per diem shall be paid to all employees to cover increased costs of incidentals other than meals and lodgings.

(c) Employees with dependents shall receive a living allowance which covers the full cost of meals and lodgings, plus \$1.50 per diem. The Chief of Mission shall determine which of the several scales of living allowances contained in Table I shall be applicable, selecting the lowest scale which provides for employees with dependents an allowance sufficient to cover these items.

(d) Employees without dependents shall receive a living allowance which covers the full cost of meals and lodgings, less the amount which they normally spend for these items in their home country, plus the flat allowance of \$1.50 per diem. The rates applicable for employees without dependents under each living allowance scale, and according to salary received are indicated in Table I.

8. ALLOWANCE TO TWO OR MORE MEMBERS OF A FAMILY. The total of all allowances paid to two or more members of the same family employed by UNRRA who are living together and entitled to receive a living and quarters allowance shall not exceed the allowance for an employee with dependents.

9. VARIATIONS IN SCALES OF ALLOWANCES.

(a) Normally the scale of allowances established for the area or for a particular locality will be applicable to all employees in the area who are entitled to allowances, but if one or more employees are provided from official sources with food and lodging or both without charge or at reduced rates, the standard scale of allowance for the locality will not apply to such employees, and the Chief of Mission shall establish the appropriate scales applicable in the individual cases.

(b) Normally a single scale of allowances shall apply alike to employees of all grades, but if the Chief of Mission finds that in fact the cost of food and lodgings differs substantially for (1) secretarial and clerical employees, (2) executive, administrative, and professional employees, and (3) the chief officers of the mission, including the directors of the several functional divisions, he may establish different scales for each of these groups in accordance with the average reasonable costs of employees within the group.



(c) If the Chief of Mission finds that the scales of allowances contained in Table I are insufficient or for other reasons inapplicable, he may recommend the establishment of other scales of allowances to meet the situation, following as closely as possible the essential features of the scales included in Table I.

10. ALLOWANCES TO AN EMPLOYEE IN TRANSIENT STATUS: While in transient status, i.e., traveling away from his post of duty, an employee will not be entitled to receive the living and quarters allowance payable under this order in addition to the rates established for transient or casual travelers. Such an employee, however, may receive an allowance at a rate fixed by the Chief of Mission to compensate him for any continuing expenses of lodging at his post of duty.

11. ARRANGEMENTS FOR HARDSHIPS: In exceptional hardship cases, where the payment of allowances fixed on the above bases would cause undue hardship to the employee, because of exceptional conditions which obtain in the field, the Deputy Director General for Finance and Administration or the Chief of Mission may approve of a payment other than the rate of allowance prescribed in accordance with this order. The Chief of Mission will report any authorization of change in rate of allowance made by him to the Deputy Director General for Finance and Administration.

12. ALLOWANCES FOR VOLUNTARY AGENCY PERSONNEL: A living allowance will be paid to employees of voluntary agencies associated with UNRRA, on the same basis as other employees of the Administration, except that voluntary agency personnel receiving salaries of less than \$1000 annually will be paid at the rate established for employees with dependents, regardless of their dependency status.

13. DETERMINATION OF DEPENDENCY: For the purpose of determining the amounts of allowances to be paid to employees stationed at a post of duty:

- (a) An employee will be considered as an "employee with dependents" if
- (1) he maintained a common domicile with the persons whom he claims as dependents prior to his employment by the Administration and that during his employment away from his home station he continues to maintain a domicile for such dependents, and
  - (2) he contributes currently more than 50% of the support of such dependents.
- (b) An employee will be considered as an "employee without dependents" if he does not meet the conditions for employees with dependents given in paragraph (a).

14. APPROVAL BY THE DEPUTY DIRECTOR GENERAL FOR FINANCE AND ADMINISTRATION: The rate established by the Chief of Mission shall be subject to approval by the Deputy Director General for Finance and Administration on the recommendation of the regional office. The Chief of Mission may establish a rate without waiting for approval of the Deputy Director General for Finance and Administration, but the approved rate when established will apply to the entire period.

15. REVISION: This order is subject to amendment without prior notification to employees and should not be regarded as part of the employment contract.



# SCALES OF PER DIEM LIVING ALLOWANCES TO EMPLOYEES SERVING ABROAD

Explanation: The scale of rates applicable to each station is determined by the Chief of Mission, with the approval of the Deputy Director General for Finance and Administration. Living allowances are designed to cover the increased cost of living which employees incur by reason of their service abroad. Since cost of living statistics indicate that persons with dependents spend at their homes only a negligible amount of their incomes for food and lodgings, apart from expenditures for maintaining their establishments, the full cost of food and lodging is paid employees with dependents. Employees without dependents receive the full cost of food and lodging less the amount which they normally spend on these items in their home country as determined by cost of living statistics. It will be noted that lower-salaried employees receive a larger allowance than higher-salaried employees. This is because employees in the higher brackets normally spend a larger amount for food and lodging in their own country, and hence their extra costs while serving abroad are less than those of employees in the lower brackets. All employees receive also \$1.50 per diem for increased cost of incidentals, irrespective of dependency status. The rates in the table include this allowance. All employees who are provided with board and lodging without charge are paid this allowance of \$1.50 per diem.

<u>Scale Number</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>
	<u>Employees with Dependents</u>									
For all salaries	\$1.50	\$2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00
	<u>Employees without Dependents</u>									
\$1200 - 1799	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50
1800 - 2399	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00
2400 - 2999	1.50	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50
3000 - 3999	1.50	1.50	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00
4000 - 4999	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	2.00	2.50
5000 and over	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	2.00
<u>Scale Number</u>	<u>11</u>	<u>12</u>	<u>13</u>	<u>14</u>	<u>15</u>	<u>16</u>	<u>17</u>	<u>18</u>	<u>19</u>	<u>20</u>
	<u>Employees with Dependents</u>									
For all salaries	\$6.50	7.00	7.50	8.00	8.50	9.00	9.50	10.00	10.50	11.00
	<u>Employees without Dependents</u>									
\$1200 - 1799	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00	9.50
1800 - 2399	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00
2400 - 2999	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50
3000 - 3999	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00
4000 - 4999	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50
5000 and over	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00



TABLE I

## SCALES OF PER DIEM LIVING ALLOWANCES TO EMPLOYEES SERVING ABROAD

Explanation: The scale of living allowances applicable at each station is established by the Chief of Mission, and is subject to change as costs of living change. To ascertain the rate applicable to an individual employee, consult the scale applicable to station. For example, if Scale No. 10 is in effect, the per diem rate for an employee with dependents is \$8.00, while the rate for an employee without dependents whose salary is over \$5,000 is \$4.00. The rates establish the total living allowance, including food and lodging, and \$1.50 per diem for increased cost of incidentals.

The scales of rates included in the table do not apply in the following circumstances: Employees who are provided with food and lodging without charge receive a flat allowance of \$1.50 per day for the increased cost of incidentals. If food and lodging are provided from official sources at reduced rates costing less than \$2.00 per day for both items, the rate for employees with dependents will be the actual cost of food and lodging plus \$1.50; the rate for employees without dependents will be \$1.50 per day.

Scale Number 1      2      3      4      5      6      7      8      9      10      11      12      13      14      15      16

Employees With Dependents

For all Salaries    \$3.50   4.00   4.50   5.00   5.50   6.00   6.50   7.00   7.50   8.00   8.50   9.00   9.50   10.00   10.50   11.00

Employees Without Dependents

\$1200-1799	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00	9.50
1800-2399	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00
2400-2999	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50
3000-3999	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00
4000-4999	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50
5000 & over	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00

London rate based on Scale 12 (\$9.00)

Rent	4.00	{	transport	3/-	= 18 shillings @ .20 (USA) = \$3.60
Meals	3.60		London	6/-	
Incidentals	1.50		London	9/-	
	<u>\$9.10</u>				



24 January 1945

Draft Letter from the Director General to All Employees Explaining the  
New System of Living Allowances

TO ALL UNRRA EMPLOYEES:

The present system of living allowances to employees serving in the field or outside their own country has proved unsatisfactory in several respects, and it has become necessary to revise it. The plan worked satisfactorily in some areas, but it is apparent that fixed allowances would be insufficient in areas with extremely high cost of living. The practice of paying different rates to nationals of different countries, which has been followed in some areas, is also unsatisfactory. As a result of incorrect interpretation of the present system, some employees in camps who were provided with free meals and lodging have also been given substantial per diem allowances which in effect provide a supplement to their salary. The Administration cannot justify this practice under the specific mandate issued by the Council at the Montreal session, which requires the most careful attention to operating costs in the interest of economical administration. For these reasons the system of living allowances has been revised in order to establish a plan applicable to all stations, in very high cost areas as well as low cost areas, and to employees of all nationalities.

Administrative Order No. 36 issued on 13 November 1944 has been withdrawn and a revised order issued. The revised system of living allowances for employees stationed abroad includes the following major features:

- (1) The Chief of Mission, with the approval of the Deputy Director General for Finance and Administration, will determine what the current actual average costs of board and lodging are at stations under his jurisdiction.
- (2) Employees who have dependents will be paid this full amount.
- (3) Employees without dependents will be paid this amount less the amount which they normally spend for board and lodging in their own country, as arrived at by the use of scientific cost of living data.
- (4) In addition, all employees will receive a flat sum of \$1.50 per diem to cover increased cost of incidentals while stationed abroad.
- (5) All employees in camps, irrespective of dependency status or salary, will receive the above allowance of \$1.50 for increased cost of incidentals.

Because there has been some misunderstanding about the former system of allowances, and particularly the so-called "separation" allowance, I feel that it is necessary to clear up these misunderstandings. Under the former system there was a lack of uniformity. Field allowances in some areas were divided into two parts:

- (1) A per diem allowance which was the amount paid to a single person stationed in the field. This amount was designed not to cover the entire cost of maintenance, but only the additional cost which the single employee incurred by reason of his service outside his own country. It was estimated that this amount should normally be sufficient to

cover board, lodging, and incidentals less approximately \$4.00 per diem which the employee was assumed to pay in his home country for these items.

- (2) A "separation" allowance of \$4.00 to be paid to employees with dependents. This allowance was established in recognition of the fact that employees with dependents normally spend on themselves for food and lodging while residing with their dependents only a negligible amount, and consequently should be reimbursed in full for these items while serving abroad. The per diem allowance plus the "separation" allowance were designed to cover the increased cost of living abroad for employees with dependents and, in effect, amounted practically to full maintenance.

The "separation" allowance unfortunately has been regarded by many employees as a supplement to their salaries, to be sent to their homes to support their families or dependents. It was never so intended. Employees who have joined the staff of UNRRA have ordinarily been paid salaries equal to those which they previously received, and consequently the Administration cannot justify paying to the employees an additional sum for the support of their families totalling \$1460 per year.

The Administration will continue to deal fairly with its employees. Evidence of this is indicated by its provision for medical care in the field, provision for illness and accidents, with allowances to the dependents of employees in such cases, and a provident fund which provides the employee with a substantial sum at the termination of his employment. Similarly, the revised living allowance system is designed to provide a fair and equitable allowance to all employees who are stationed outside their own country. They are assured that the Administration will bear the additional cost which they incur by reason of this service, irrespective of where they may be assigned, or how high the living cost may be in the area. If there are employees who have joined the staff at a substantial reduction in salary on the assumption that the difference would be made up by the living allowance in the field, their cases will be reviewed on their merits, and wherever possible, individual adjustments will be made to avoid any hardships or inequities.



SUBJECT: WITHIN-GRADE SALARY INCREASES FOR INCREASED VALUE TO THE ADMINISTRATION

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1. PURPOSE: This order, effective 1 January 1945, states the policy governing within-grade salary increases and prescribes the procedure for the completion of such increases for employees stationed in Washington.
2. DEFINITION: A within-grade salary increase is an advancement in salary, involving no change in duties, from one increment level within a salary grade to a higher increment level within the same salary grade. Increment levels are established graduations of salary within each salary range. (See Administrative Order #37).
3. POLICY: Within-grade salary increases are paid to employees in recognition of their increased value to the Administration after the prescribed period of satisfactory service. Indefinite employees whose services are certified by their supervisor to have been satisfactory and to have increased in value, shall upon the approval of the division or bureau chief be given a one-step within-grade salary increase at the end of each full year of service since the last previous salary advancement. Employees for whom the supervisor contemplates reassignment or termination for unsatisfactory work performance shall not be certified for within-grade increases. In such cases where reassignment results in satisfactory performance, the supervisor may recommend that the previously withheld within-grade salary increase be given. In cases of unusually meritorious service, a within-grade salary increase may, upon recommendation of the bureau or division head, and with the approval of the Deputy Director General for Finance and Administration for Washington, the Deputy Director General for Administration for London, or the Chief of Mission, be given after six months of service at the same salary rate.

Within-grade salary increases shall be made at increment levels, until the maximum level of the grade is reached. In cases of unusually meritorious



service, the within-grade salary increase may be for more than one increment step.

An employee receiving a salary not in accordance with authorized increment levels shall, at the time of the first within-grade increase, be given an increase to the amount necessary to bring his salary to an authorized increment level, even though this may be the second increment level above his present salary, i.e., an employee receiving \$5300 would be advanced to \$5600.

If the amount of salary increment for any grade has not been determined, within-grade advances for employees within that grade will not be made until the amount has been determined and increment levels within the grade established.

4. **ELIGIBILITY FOR WITHIN-GRADE SALARY INCREASES:** The provisions of this order shall apply to indefinite employees, but not to employees holding other types of appointments. Temporary employees who later receive indefinite appointments without a break in service shall have the period of service in the temporary appointment credited as indefinite appointment service in determining the eligibility for a within-grade increase.

A leave of absence without pay shall not be credited as service in determining the effective date of the within-grade salary increase.

Part-time employees shall be eligible for within-grade salary increases when they have worked a period of time equivalent to that required for full time employees, i.e., 52 full time weeks.

5. **PROCEDURE - HEADQUARTERS:** Not later than the fifteenth of each month, the Personnel and Training Division shall send to each Bureau and Division Chief the names and anniversary dates of employees who become eligible for within-grade salary increases during the following month. The list shall contain the date of the last salary increase received and a notation as to any period of employment which is not counted in determining eligibility, such as leave without pay.



Each bureau or division shall review the list and within ten days after its receipt, shall transmit to Appointment and Records Section, Personnel and Training Division, for each employee for whom a salary increase is recommended, a Form P-2 which shall contain a statement certifying that the employee's work performance has been satisfactory and that his value to the Administration has increased.

If a Bureau or Division Chief does not recommend a within-grade salary increase for an employee whose work performance is unsatisfactory, he shall send a memorandum to that effect to the Appointments and Records Section, Personnel and Training Division, for filing in the employee's personnel folder.

PROCEDURE, ERO AND FIELD: The Deputy Director General for Administration in the European Regional Office and chiefs of missions for field missions shall develop procedure for effectuating the provisions of this order for the employees under their jurisdiction.

The attached revised Administrative Order No.36 on Living Allowances Paid to Employees Serving Abroad, and the explanatory letter, are being circulated in this preliminary draft form for comment and suggestion. Both are subject to revision before final issuance.

Any comments or suggestions should be sent to Joseph P.Harris, Director of Personnel.

24 January 1945



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SUBJECT LIVING ALLOWANCES PAID TO EMPLOYEES SERVING ABROAD.

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1. PURPOSE: The purpose of this order is to provide the bases for determination of living allowances paid to UNRRA employees when assigned to posts of duty in a country other than the country in which their home stations are located. This order shall apply to all UNRRA and voluntary agency personnel serving with UNRRA who are stationed outside their own country. It supersedes Administrative Order No. 36, issued 13 November 1944, which is hereby revoked.

2. APPLICATION: The rates prescribed in this order shall apply not later than April 1, 1945 to all employees serving at a post of duty in a country other than the country in which their home station is located.

3. DELEGATION OF AUTHORITY: The authority herein granted to the Chief of Mission can be exercised by the officer in charge of a field mission or office regardless of his title. The living allowance for headquarters will be established by the Deputy Director General for Finance and Administration, and for E.R.O. by the Administrative Council.

4. DEFINITION OF HOME STATION: The home station of an employee is the city to which he will be returned at the termination of his employment. It shall be determined at the time of his appointment by the Personnel Division of the office by which he is recruited as follows:

- (a) If the Administration has an office in the country of which the employee is a national, his home station shall normally be the city in which the principal office of the Administration in that country is located, except that in the case of an employee who does not reside in the country of which he is a national, the Personnel Division may designate a city in the country in which he resides as his home station.
- (b) If the Administration has no office in the country of which the employee is a national, the home station shall be the city designated at the time of appointment, which ordinarily will be a city in the country of which he is a national.

5. GENERAL PRINCIPLES:

- (a) Living allowances shall be paid to employees serving outside of their own country (as defined in paragraph 3). This allowance shall cover in both low and high cost areas the additional living costs which employee incurs by reason of foreign service. It shall be paid in local currency at the most favorable rate of exchange available to UNRRA.



UNRRA

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ADMINISTRATIVE ORDER NO. 36  
(Revised) \_\_\_\_\_ 1945

- (b) The living allowance shall be composed of:
  - (1) An allowance to cover the additional cost of food and lodging.
  - (2) A flat allowance of \$1.50 per day to cover the increased cost of incidentals.
- (c) Since the living allowance shall cover the extra cost of living abroad, it will vary:
  - (1) According to the cost of food and lodging at the different stations as determined by the Chief of Mission.
  - (2) According to the dependency status and salary level of the employee as explained in paragraph 7.
- (d) Since employees of the Administration may change their status frequently and at irregular intervals, allowances will be paid on a per diem basis to permit ready adjustment in the allowance rate.

6. ESTABLISHMENT OF SCALES OF LIVING ALLOWANCES.

(a) The Chief of Mission, after consultation with the local government, shall establish the scale or scales of living allowances included in Table I of this order which shall apply to the area as a whole, or to particular localities as circumstances warrant. These scales shall be revised from time to time to take into account changes in the cost of living.

(b) The scales of living allowances established by the Chief of Mission shall be subject to the approval or revision by the Deputy Director General for Finance and Administration. The Chief of Mission, however, may establish provisional scales of allowances which shall be put into operation without waiting for the approval of the Deputy Director General for Finance and Administration, but the approved scales when established shall apply to the entire period.

(c) Chiefs of Missions shall forward to headquarters or to the appropriate regional office their recommendations for the establishment of scales of living allowances, together with information indicating (1) the cost of living in each area for which individual rates are established; (2) the actual living costs of employees of the Administration; and (3) comparable rates used by other agencies. The European Regional Office shall review and forward to headquarters with its comments and recommendations such reports received from missions under its jurisdiction.

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ADMINISTRATIVE ORDER NO. 36  
(Revised) 24 January, 1945

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7. METHODS FOR DETERMINING SCALES OF LIVING ALLOWANCES.

(a) The Chief of Mission shall, in consultation with the local government, determine the average reasonable per diem cost of food and lodging. If either of these items is provided to employees without charge or at reduced rates not generally applicable in the area, the actual cost shall be used in determining the cost; if both of these items are provided without charge, the cost will be nil.

(b) A flat allowance of \$1.50 per diem shall be paid to all employees to cover increased costs of incidentals other than meals and lodgings.

(c) Employees with dependents shall receive a living allowance which covers the full cost of meals and lodgings, plus \$1.50 per diem. The Chief of Mission shall determine which of the several scales of living allowances contained in Table I shall be applicable, selecting the lowest scale which provides for employees with dependents an allowance sufficient to cover these items.

(d) Employees without dependents shall receive a living allowance which covers the full cost of meals and lodgings, less the amount which they normally spend for these items in their home country, plus the flat allowance of \$1.50 per diem. The rates applicable for employees without dependents under each living allowance scale, and according to salary received are indicated in Table I.

8. ALLOWANCE TO TWO OR MORE MEMBERS OF A FAMILY. The total of all allowances paid to two or more members of the same family employed by UNRRA who are living together and entitled to receive a living and quarters allowance shall not exceed the allowance for an employee with dependents.

9. Variations in Scales of Allowances.

(a) Normally the scale of allowances established for the area or for a particular locality will be applicable to all employees in the area who are entitled to allowances, but if one or more employees are provided from official sources with food and lodging or both without charge or at reduced rates, the standard scale of allowance for the locality will not apply to such employees, and the Chief of Mission shall establish the appropriate scales applicable in the individual cases.

(b) Normally a single scale of allowances shall apply alike to employees of all grades, but if the Chief of Mission finds that in fact the cost of food and lodgings differs substantially for (1) secretarial and clerical employees, (2) executive, administrative, and professional employees, and (3) the chief officers of the mission, including the directors of the several functional divisions, he may establish different scales for each of these groups in accordance with the average reasonable costs of employees within the group.



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(c) If the Chief of Mission finds that the scales of allowances contained in Table I are insufficient or for other reasons inapplicable, he may recommend the establishment of other scales of allowances to meet the situation, following as closely as possible the essential features of the scales included in Table I.

10. ALLOWANCES TO AN EMPLOYEE IN TRANSIENT STATUS: While in transient status, i.e., traveling away from his post of duty, an employee will not be entitled to receive the living and quarters allowance payable under this order in addition to the rates established for transient or casual travelers. Such an employee however, may receive an allowance at a rate fixed by the Chief of Mission to compensate him for any continuing expenses of lodging at his post of duty.

11. ARRANGEMENTS FOR HARDSHIPS: In exceptional hardship cases, where the payment of allowances fixed on the above bases would cause undue hardship to the employee, because of exceptional conditions which obtain in the field, the Deputy Director General for Finance and Administration or the Chief of Mission may approve of a payment other than the rate of allowance prescribed in accordance with this order. The Chief of Mission will report any authorization of change in rate of allowance made by him to the Deputy Director General for Finance and Administration.

12. ALLOWANCES FOR VOLUNTARY AGENCY PERSONNEL: A living allowance will be paid to employees of voluntary agencies associated with UNRRA, on the same basis as other employees of the administration, except that voluntary agency personnel receiving salaries of less than \$1000 annually will be paid at the rate established for employees with dependents, regardless of their dependency status.

13. DETERMINATION OF DEPENDENCY: For the purpose of determining the amounts of allowances to be paid to employees stationed at a post of duty:

(a) An employee will be considered as an "employee with dependents" if (1) he maintained a common domicile with the persons whom he claims as dependents prior to his employment by the Administration and that during his employment away from his home station he continues to maintain a domicile for such dependents, and (2) he contributes currently more than 50% of the support of such dependents.

(b) An employee will be considered as an "employee without dependents" if he does not meet the conditions for employees with dependents given in paragraph (a).

14. APPROVAL BY THE DEPUTY DIRECTOR GENERAL FOR FINANCE AND ADMINISTRATION: The rate established by the Chief of Mission shall be subject to approval by the Deputy Director General for Finance and Administration on the recommendation of the regional office. The Chief of Mission may establish a rate without waiting for approval of the Deputy Director General for Finance and Administration, but the approved rate when established will apply to the entire period.

15. REVISION: This order is subject to amendment without prior notification to employees and should not be regarded as part of the employment contract.



TABLE I

## SCALES OF PER DIEM LIVING ALLOWANCES TO EMPLOYEES SERVING ABROAD

Explanation: The scale of living allowances applicable at each station is established by the Chief of Mission and is subject to change as costs of living change. To ascertain the rate applicable to an individual employee, consult the scale applicable to station. For example, if Scale No. 10 is in effect, the per diem rate for an employee with dependents is \$8.00, while the rate for an employee without dependents whose salary is over \$5,000 is \$4.00. The rates establish the total living allowance, including food and lodging, and \$1.50 per diem for increased cost of incidentals.

The scales of rates included in the table do not apply in the following circumstances; Employees who are provided with food and lodging without charge receive a flat allowance of \$1.50 per day for the increased cost of incidentals. If food and lodging are provided from official sources at reduced rates costing less than \$2.00 per day for both items, the rate for employees with dependents will be the actual cost of food and lodging plus \$1.50; the rate for employees without dependents will be \$1.50 per day.

Scale Number	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>	<u>13</u>	<u>14</u>	<u>15</u>	<u>16</u>
<u>Employees with Dependents</u>																
For all Salaries	\$3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00	9.50	10.00	10.50	11.00
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24 January 1945

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- (4) In addition, all employees will receive a flat sum of \$1.50 per diem to cover increased cost of incidentals while stationed abroad.
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- (1) A per diem allowance which was the amount paid to a single person stationed in the field. This amount was designed not to cover the entire cost of maintenance, but only the additional cost which the single employee incurred by reason of his service outside his own country. It was estimated that this amount should normally be sufficient to



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The "separation" allowance unfortunately has been regarded by many employees as a supplement to their salaries, to be sent to their homes to support their families or dependents. It was never so intended. Employees who have joined the staff of UNRRA have ordinarily been paid salaries equal to those which they previously received, and consequently the Administration cannot justify paying to the employees an additional sum for the support of their families totalling \$14.60 per year.

The Administration will continue to deal fairly with its employees. Evidence of this is indicated by its provision for medical care in the field, provision for illness and accidents, with allowances to the dependents of employees in such cases, and a provident fund which provides the employee with a substantial sum at the termination of his employment. Similarly, the revised living allowance system is designed to provide a fair and equitable allowance to all employees who are stationed outside their own country. They are assured that the Administration will bear the additional cost which they incur by reason of this service, irrespective of where they may be assigned, or how high the living cost may be in the area. If there are employees who have joined the staff at a substantial reduction in salary on the assumption that the difference would be made up by the living allowance in the field, their cases will be reviewed on their merits, and wherever possible, individual adjustments will be made to avoid any hardships or inequities.



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A 1/3/1

2nd February, 1945

For the attention of John J. Corson.

Dear John,

Thank you very much for your letter of the 9th January 1945 being the first of your proposed regular weekly letters on matters of finance and administration. I read this letter with considerable interest and I need not say how much we welcome any arrangements which will keep us in close touch with the trend of events at your end.

At the same time your letter asked for suggestions regarding these weekly letters and I hope, therefore, that you will not think me ungrateful if I offer the following observations.

In the first place, if your object in sending these letters is to send with them documents which would not otherwise be sent to the E.R.O., may I suggest that it would be administratively more convenient at this end if those documents were sent to us singly in the ordinary way instead of (or as well as) being sent in a bundle for me and the persons you mention. The reason for this is that, as you may remember, our filing system here is organised broadly speaking on the principle "one subject" (or group of subjects) - one file", and therefore, if a letter is received dealing with a variety of different subjects, the Registry here has to make a number of extra copies in order to ensure that all the various files are kept up-to-date.

Furthermore, all documents coming into the E.R.O. are scrutinized and allocated to a particular officer for action. If, therefore, letters deal with more than one subject, special

/arrangements

The Director General,  
U.N.R.R.A.,  
Washington.



arrangements have to be made to co-ordinate the action of the various action officers concerned and organise a reply. So your F. and A. Weekly Letter No.1. presents us with a slight problem, since we had to have a good deal of it copied for departments (such as the department of Operations) which were not included in your covering letter; and it contains matter affecting several action officers who will have to be consulted before a reply is prepared.

If on the other hand these Weekly Letters are intended to give myself and the three other people you mention ( or such other persons as we may deem appropriate) a general conspectus, in one document, of matters which are being currently handled through the normal channels, then these letters will be most valuable, provided it is clear that they are for our information only and are not a substitute for action in the ordinary way.

In other words we should like to see these letters regarded rather in the nature of reports than documents requiring action. If in any case action is needed on the Weekly Letter perhaps you could indicate the fact specially and we will make special arrangements accordingly.

I hope that you will not feel from this that we are making heavy weather of what is really a most useful innovation. The fact is that, with the growing volume of material coming into the office, it is essential to adopt simple and standardized procedures for dealing with it, and not to depart from them without good reason.

Kind regards,

Yours sincerely,

George S. Mooney



DRAFT LETTER

TO

The Director General

U.N.R.R.A.,

Washington.

4.

Mr. Mooney

A1/3/1

2/2/45.

For the attention of John J. Corson.

Dear John,

Thank you very much for your letter of the 9th January 1945 being the first of your proposed regular weekly letters on matters of finance and administration. I read this letter with considerable interest and I need not say how much we welcome any arrangements which will keep us in close touch with the trend of events at your end.

At the same time your letter asked for suggestions regarding these weekly letters and I hope, therefore, that you will not think me ungrateful if I offer the following observations.

In the first place, if your object in sending these letters is to send with them documents which would not otherwise be sent to the E.R.O., may I suggest that it would be administratively more convenient at this end if those documents were sent to us singly in the ordinary way instead of (or as well as) being sent in a bundle for me and the persons you mention. The reason for this is that, as you may remember, our filing system here is organised broadly speaking on the principle "one subject (or group of subjects) - one file", and therefore, if a letter is received dealing with a variety of different subjects, the Registry here has to make a number of extra copies in order to ensure that all the various files are kept up-to-date.

Furthermore, all documents coming into the E.R.O. are scrutinized and allocated to a particular officer for action. If, therefore, letters

/deal



deal with more than one subject, special arrangements have to be made to co-ordinate the action of the various action officers concerned and organise a reply. So your F. and A. Weekly Letter No. 1, presents us with a slight problem, since we had to have a good deal of it copied for departments (such as the department of Operations) which were not included in your covering letter; and it contains matter affecting several action officers who will have to be consulted before a reply is prepared.

If on the other hand these Weekly Letters are intended to give myself and the three other people you mention (or such other persons as we may deem appropriate) a general conspectus, in one document, of matters which are being currently handled through the normal channels, then these letters will be most valuable, provided it is clear that they are for our information only and are not a substitute for action in the ordinary way.

In other words we should like to see these letters regarded rather in the nature of reports than documents requiring action. If in any case action is needed on the Weekly Letter perhaps you could indicate the fact specially and we will make special arrangements accordingly.

I hope that you will not feel from this that we are making heavy weather of what is really a most useful innovation. The fact is that, with the growing volume of material coming into the office, it is essential to adopt simple and standardized procedures for dealing with it, and not to depart from them without good reason.

Kind regards,

Yours sincerely,

George S. Moorey



C O P Y

31 January 1945

FROM: John J. Corson

SUBJECT: Report from Auditing firm concerning delays in ERO.

In a telephone conversation with Mr. Cochrane of Deloitte, Plender, Griffiths & Company he referred to his "disheartening news from London" which had been forwarded in a communication dated about the 2nd of January. A cable from here has already gone forward to you on this matter but I am setting forth below the points which were presented to us. I would appreciate having a reply dispatched to me immediately by Mr. Morhange with respect to points 1, 2, 3 and 5.

1. That although they had agreed when Mr. Cochrane and yourself were in London that approximately 14 additional employees would be added to the accounting staff of the ERO office, only 4 additional employees had been employed to that time.
2. That although complete agreement had been reached on making changes in the payroll processes no action had been taken to give effect to the recommended changes.
3. That the work of the office was getting further behind rather than any progress being made to get current.
4. That he did not know when the November 30th Financial Statement would be completed (the November 30th Report from London was actually received in Washington about the 19th of January.)
5. There was considerable doubt as to just when the report as of 31 December would be completed.

Could I look forward to having this reply dispatched by 10 February. In the meantime I hope to receive via the weekly telephone conversation on 1 February, such immediate information as is available.

*1934  
Internal Audit  
Distribution  
C. J. Corson*



31st January, 1945.

I do not think there is anything of special importance in F. & A. Weekly Letter No.1. with the exception of the "Comment with respect to the responsibility for Internal Auditing" which you have already seen.

*A. L. 31/1*

Sir Frederick Leith-Ross

(512)  
153313/2330  
2,000,000 2/44  
JC&SLtd  
Gp736/208  
(REGIMEAN)

Code 5-33-0

RECEIVED

22 MAR 1945

U.N.R.R.A. (REGY.)

ADMINISTRATIVE ORDER NO. \_\_\_\_\_

29 January 1945

SUBJECT: APPRAISAL OF OVERSEAS FIELD PERSONNEL

1. PURPOSE: This Order implements Administrative Order No. 14 and describes the steps necessary to insure adequate physical, mental and functional standards of personnel assigned to a field mission. It applies to voluntary relief workers as well as to direct employees of the Administration.

2. PHYSICAL TRAINING AND EXAMINATIONS: (a) A program of physical exercises will be established and continued regularly at the Training Center under the direction of the medical officer representing the Health Division of UNRRA at the Training Center. All trainees at the Training Center are to take part in this program.

(b) In order to provide information necessary to assess physical fitness of personnel for different assignments and to keep a record of condition while at the Training Center a special physical fitness card for each trainee will be filled out by the medical officer representing the Health Division and kept in a confidential file in his office. On transference of the trainee from the Training Center pertinent information will be taken from the card and added to the record of physical examination on file at Headquarters. If the condition of a trainee is found by the Health Division to be not fully up to field standard it will communicate this fact to the Director of Training.

(c) In order to insure adequate standard of physical fitness indispensable for field work, a second medical examination will be required of all persons destined for service with a field mission. This applies both to persons assigned to the Training Center and to persons assigned to Headquarters prior to their entering on field duty. At the Training Center the second physical examination will be taken during the second and third week of their stay at the Center. This examination will be taken during the second and third week of their stay at the Center. This examination will serve, in particular, to establish whether any changes have taken place in the physical status of the individual concerned since the original medical examination was taken, and in particular to ascertain whether the trainee is physically and mentally capable of withstanding the rigors of travel under war conditions and the hardships of living in the field. Special attention will be paid to physical and mental stamina, vigor and adaptability.



ADMINISTRATIVE ORDER NO. \_\_\_\_\_

29 January 1945

(d) The second medical examination will be administered by the Health Division of UNRRA which will also establish general standards and procedures regulating the examination.

3. APPRAISAL PROCEDURE: The Director of Training and the faculty of the Training Center will devote particular attention to the evaluation and appraisal of field personnel with regard to their suitability for field assignment. The Director of Training will designate all full-fledged members of the faculty at the Training Center and the Employees' Utilization Officer at Headquarters as the Committee on Evaluation. The Evaluation Committee will meet at regular intervals, these meetings to be kept apart and separate from other faculty and staff meetings of the Training Branch. The faculty members on the evaluation committee shall review the personnel folders of all new members at the Training Center during the first week of the trainees' assignment. A member of the committee shall be assigned by the Director of Training as Chairman of the Committee on Evaluation. Reports of the Committee on Evaluation are to be filed with the Director of Training not later than one week prior to the trainees' completion of his training at the Center.

4. SEPARATION PROCEDURE: (a) On receipt of an unfavorable medical report as provided for in paragraph 2 of this Administrative Order or on receipt of an unfavorable report from the Committee on Evaluation as provided in paragraph 3 of this Administrative Order, the Director of Training will initiate a P-2 action with recommendation that if the employee is not qualified for overseas service he be reassigned or separated from the Administration. The reasons for separation will be recorded and included in the personnel file.

(b) Prior to initiating a P-2 action, the Director of Training will inform the bureau or operating division responsible for the recruitment and assignment of the particular trainee about his action. On the request of the bureau or the functional division concerned, a special committee will be appointed by the Director of Personnel to review the case. One of the members of the committee will be the head of the bureau or the functional division concerned. A report on the findings of the review committee will be submitted to the Director of Personnel.

(c) The above procedure falls under the three months probationary period providing one week's notice if unsatisfactory conditions are found to exist within that period from the date of the employee's appointment.

Registry

TO:

Mr. Mooney

for ACTION

Retention

copies sent to.

Please circulate to  
copies distributed  
to on.....

Finance

Training

Establishments

*de*  
*Miss J. J. J.*

Please take action as  
indicated on attached letter \*

GSM 16/2

..... Branch Registry

Date 12.2.45.....

Return the letter to me



A 1  
Exec. Secretary  
A/486  
File A/13/1

**INDEXED**  
**UNITED NATIONS**  
**RELIEF AND REHABILITATION ADMINISTRATION**

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

F. & A. Weekly Letter No. 2

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



29 JAN 1945

**INDEXED**

Dear George:

As sometimes happens "the best laid plans, etc.". This is the second of the series of letters which I had optimistically hoped we would send to you weekly from the Bureau of Finance & Administration. Despite the delay I hope this information will be of interest and useful to you and other members of the ERO staff. Will you please see that it is properly distributed or circulated in accordance with my request of 9 January in F. & A. Weekly Letter No. 1.

The contents of this letter:

1. Progress on the statement "Proposed Division of Responsibility as between Headquarters and the ERO".
2. Highlights of the meeting of the Committee on Financial Control on 24 January.
3. Questions concerning UNRRA uniforms.
4. Information which has been transmitted from the Bureau of Finance & Administration to the ERO in recent weeks, in addition to regular reports.

amb  
CR

About the 23 of January, Dave Vaughan sent forward for Mr. O'Halloran's attention, two communications concerning facilitating travel arrangements and the handling of employees' baggage. We hope that the specific steps which have been taken here in the last few weeks will prove to be of real help not only to the employees who are traveling but also to the members of your staff there who handle travel and baggage problems at that point. If your people feel there are additional steps which we should take at this end please let us know. Both Dave Vaughan, who is the Director of Division of Administrative Services and Horace G. Craddock who is the Travel Officer on his staff are most desirous of eliminating every difficulty that we possibly can.

With all good wishes.

Sincerely

John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Inclosures



*attach hereto copy of a memorandum  
from John J. Corson (226 Administration Building)  
as included in his letter to me under  
date of Jan. 20/45; for 15 information of the  
appropriate persons  
at ERO.*

71486  
**RECEIVED**  
9 FEB 1945  
U.N.R.R.A. (REG.)

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION  
1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

25 January 1945

FROM: John J. Corson

SUBJECT: Progress Report on "Proposed Division of Responsibility as  
Between Headquarters and the ERO".

A series of discussions have been held on the 18 December statement which was developed in the ERO and which I brought back to Headquarters. These have consisted of meetings within the Bureau and Functional Divisions of the staff members concerned as well as conferences with me for consideration of statements in the memorandum which might not have been clearly understood or concerning which there was some difference of opinion; and on Tuesday, 23 January the Director General met with the executive staff at Headquarters to review the suggested revisions or changes to achieve a clearer statement, which have been presented by the staff here.

As you can see we have been moving forward continuously to reach a meeting of minds concerning this statement and I hope it will be possible for us to have ready for you a final draft including our suggestions by the end of this month.

In general, the staff over here have been able to move forward and build upon the materials developed by you in the ERO. In one or two instances suggestions have been made which would either shift the emphasis somewhat or modify a delegation that seemed implied in your statement.

Of course we are all aware that a very important area was not covered in the 18 December statement, namely the responsibilities of the Chief of Mission and the relationship of the mission to the ERO and Headquarters. While at the moment it is not contemplated that our revisions will spell out the responsibility at the mission level with respect to the functions covered in this document, nevertheless many of the offices over here have put down on paper their thinking with respect to the mission responsibilities at the same time they have been analyzing the statement to clearly set forth the responsibilities for Headquarters and the Regional Office. Consequently considerable progress has been made on this aspect of our operating relationships and that will be used as a basis for supplementing this current statement. In the meantime it is likely that your people there have been doing a similar analysis and if that is the case it should not take us too long after completing this statement to expand it to cover the field missions.

*Copies to  
Sir + Keith Ross  
R. Hubert  
E. E. Rhatigan  
Audley head  
H. M. Kuttan*

*Myra Allen  
Sir Ling. Rind  
Dr. Topping*

*\* Tim J. J. J. J.  
for action*

*15*



A1486

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.



VIA AIR MAIL

25 January 1945

FROM: John J. Corson

SUBJECT: 24 January Meeting of Committee on Financial Control.

You have already been advised by Cable Number 157 that the Committee on Financial Control approved the appointment of a 5 man Audit Subcommittee to be composed of representatives of "special technical competence" from 5 Member Governments, pursuant to Council Resolution No. 44. The countries which will nominate these members who are to serve themselves and not have alternates are: Czechoslovakia, Union of South Africa, USSR, United Kingdom and United States. The Audit Subcommittee will commence to function as soon as three of these countries have nominated their representatives.

In addition, the members of the Committee had before them for consideration ~~the attached~~ materials relating to our budget outlook for the year 1945 ~~which are identified as CFC (45) 2.~~

The fact that there has not been a complete payment of the 1944 Administrative Contribution, forecasts the probability that there will not be available in 1945 the total of \$11,500,000 budgeted by the Council at Montreal. This fact was brought to the Committee's attention. There was some discussion of the necessity that the Administration should curtail its administrative expenditures proportionately but no action was taken.

Attachments

*Copies to*

*Sen F. La Follette  
R. H. H. H.  
S. E. R. H. H.  
D. H. H. H.  
W. O. H. H.  
A. H. H. H.*

*\* H. H. H. H.  
for action*



Committee on Financial Control  
Agenda/14

CFC(45)1  
Attached: CFC(45)2  
16 January 1945

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

COMMITTEE ON FINANCIAL CONTROL

Mr. Milton P. Siegel, Acting Secretary of the Committee on Financial Control, has the honour, on behalf of Mr. Dean Acheson, Chairman of the Committee, to inform the Members of the Committee that the next meeting will be held on the 24th of January, at 2:30 p.m., in Room 525, UNRRA Headquarters, 1344 Connecticut Avenue, Washington, D. C.

PROVISIONAL AGENDA

- I. Call to Order by the Chairman
- II. Roll Call
- III. Approval of Minutes of the Following Meetings:
  - (a) 9th Meeting, held 19 September
  - (b) 10th Meeting, held 20 September
  - (c) 11th Meeting, held 21 September
  - (d) 12th Meeting, held 22 September
  - (e) 13th Meeting, held 23 September
- IV. Appointment of the Audit Subcommittee
- V. Budget Outlook for 1945 (Document CFC(45)2 attached)
- VI. Other Business
- VII. Adjournment



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

COMMITTEE ON FINANCIAL CONTROL

Budget Outlook for the Year 1945

I. Allocations and Resources for 1945

Appropriated by Council for 1945	\$7,500,000
Less: Not specifically Allocated	375,000
Less: Allocated But Not Anticipated	<u>361,250</u>
Anticipated Available for 1945	6,763,750
Plus Estimated Carry-Over from 1944	<u>4,021,761.31</u>
Estimated Funds Available for 1945	<u>\$10,785,511.31</u>

II. Projected Administrative Budget for 1945

Headquarters Office	\$ 5,175,000
Special Missions	400,000
European Regional Office	2,300,000
Southwest Pacific Area Office	250,000
Dalkans Missions Office	600,000
Liaison Office Mediterranean A.F.H.Q.	75,000
Council Meetings, Auditors & Related Costs	500,000
Reserve for Unforeseen Needs	<u>1,485,511.31</u>
Total	<u>\$10,785,511.31</u>

AI 486

CFC(45)2  
16 January 1945

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Comparative Analysis of Status of Positions for 1944 and 1945

In the Headquarters Office

<u>Organizational Unit</u>	<u>Positions Filled</u> <u>31 Dec. 1944</u>		<u>Tentative Distribution</u> <u>Within 1945 Budget</u>	
	<u>No. Pos.</u>	<u>Salaries</u>	<u>No. Pos.</u>	<u>Salaries</u>
Director General	7	\$ 36,780	9	\$ 41,020
Diplomatic Adviser	14	65,700	17	87,400
Financial Adviser	4	22,200	6	36,200
Public Information	22	98,460	26	125,200
General Counsel	13	60,060	20	91,500
Sr. Deputy Director General	-	-	4	28,000
Secretariat	28	99,580	35	132,640
Regional Liaison	6	30,300	6	32,000
Welfare	19	84,160	23	114,900
Displaced Persons	12	59,200	12	58,600
Health	29	82,100	22	114,900
Liaison with American Republics	1	W.O.C.	1	W.O.C.
<u>Bureau of Finance &amp; Administration</u>	<u>247</u>	<u>753,410</u>	<u>316</u>	<u>1,049,910</u>
Office of Deputy Director General	6	38,200	6	37,250
Treasurer & Assistant Treasurer	5	27,200	6	30,400
Finance	9	33,060	12	49,200
Budget	7	30,060	8	34,300
Accounts	26	79,580	38	121,200
Internal Audit	9	47,160	40	182,000
Administrative Analysis	4	20,400	6	25,600
Personnel & Training	72	228,010	76	280,000
Administrative Services	109	249,740	124	289,960
<u>Bureau of Supply</u>	<u>202</u>	<u>808,113.36</u>	<u>251</u>	<u>1,095,752</u>
Office of Deputy Director General	21	82,280	16	61,620
Office of Assistant Chief of Bur.	6	24,560	8	34,500
Req. & Alloc. Coord. Branch	9	34,600	17	83,500
Procurement Coord. Branch	18	88,560	18	88,740
Statistical Records & Reports	23	71,900	23	77,000
Contributed Supplies Branch	5	24,100	6	30,000
Ocean Shipping Branch	17	59,760	22	82,000
Industrial Rehabilitation	21	92,920	36	189,500
Agricultural Rehabilitation	32	126,220	40	167,100
Food	22	89,353.36	30	129,400
Medical & Sanitation Supplies	7	22,160	7	31,700
Clothing	21	91,700	28	120,692
<u>Bureau of Areas</u>	<u>104</u>	<u>421,930</u>	<u>156</u>	<u>615,178</u>
Office of Deputy Director General	8	34,300	9	33,360
Camps Division	12	50,500	15	58,700
Southern European Division	13	62,360	21	92,610
Western & Northern European Div.	9	50,100	12	52,760
Central & Eastern European Div.	11	45,760	12	57,000
Far Eastern Division	13	49,450	25	94,200
Distribution	8	32,660	15	52,460
Liaison & Coordination	5	19,300	12	44,448
Staff Services	25	77,500	35	129,640
	<u>708</u>	<u>\$2,621,993.36</u>	<u>904</u>	<u>\$3,623,200</u>
Budget Division				
9 January 1945				



A1486

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

25 January 1945

FROM: John J. Corson

SUBJECT: Policy questions concerning UNRRA uniforms.

There has been a great deal of consideration by the Bureau of Areas in recent weeks to questions concerning the wearing of UNRRA uniforms and what should constitute the UNRRA uniform which is to be worn in the field, both summer and winter, and who should wear it. As a result of their explorations the Bureau of Areas discussed at the Director General's staff meeting on 23 January, its proposals on the pending policy questions. Final decision was not taken with respect to all of them at the time but should be forthcoming promptly.

In order that you will have a picture of what questions are under review here, I am attaching a copy of Mr. Brown's latest memorandum. As you probably know, Mr. Richard R. Brown is Chief of the Staff Services Division.

*Copies to:*

*Li P. Lutz Ruz*

*R. Hubert*

*E. E. Pluttyan*

*Myu Cohen*

*Mr. Mearns*

*Mr. O'Halloran*

*Mr. Macmillan*

*Mr. Sango Reid*

*T. T. Scott*

*Dr. Topping*

*\**

*Mr. Jefferson*

*For a turn*

*(with a check)*

*document*

*marked \**

C 0  
P  
A1486

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION



MEMORANDUM

24 January 1945

TO: The Director General

FROM: Richard R. Brown

SUBJECT: UNRRA Uniforms

In line with the consensus of opinion expressed at your staff meeting 23 January, the Bureau of Areas herewith makes certain specific recommendations relative to uniforms. With your approval of these recommendations, the following determinations will become authoritative:

1. The Administration will issue free of charge to all field employees a winter uniform consisting of one cap, one overcoat, one jacket, one pr. trousers or skirt, one shirt and one pr. shoes. In addition, one leather handbag will be issued to women.
2. The Administration will issue free of charge to all field employees in appropriate areas a summer uniform consisting of one helmet, one shirt, one pr. trousers or shorts or one skirt. The Bureau of Areas will submit designs covering these items and, after adoption, will place the necessary orders with the Bureau of Finance and Administration.
3. The Administration will provide, upon specific recommendation of the Chief of Mission, certain additional uniform items where weather or climatic conditions may require; i.e., winter caps, parkas, slickers, fatigue outfits, et cetera. These items normally will not be issued generally but only to meet unusual conditions.
4. The Bureau of Areas will submit at once a design of a dress jacket or blouse for all field employees. Subsequent to adoption, the Bureau of Areas will place necessary orders with the Bureau of Finance and Administration for sufficient of these items to permit free issuance to all field employees.
5. A. The Administration will continue the issuance of hospital uniforms (seersucker) to all nurses engaged in hospital or institutional operations.\*  
  
B. The Administration will issue specially-designed laboratory uniforms\* to laboratory technicians engaged in hospital or institutional operations.

\*Detailed memorandum explaining use of nurses uniforms attached.

X



(These uniforms will be issued on a group requirement basis rather than to individuals as personal property. The Administration will provide sufficient uniforms to permit an average of four to each nurse or laboratory technician.)

6. The Administration will establish an official list of additional items constituting the official UNRRA uniform ensemble in accordance with the attached list recommended by the Bureau of Areas.
7. The Bureau of Areas will assume responsibility for the immediate ordering of sufficient 'free issuance' items as well as other items for which reimbursement will be made by employees. To permit an adequate stock of those items to cover the needs of employees, it will be necessary for the Administration to procure, store, ship and provide means of issuance as well as procedures for obtaining reimbursement from employees for such items as are not issued free.
8. The Bureau of Areas immediately shall request the procurement of additional uniform items, thereby permitting adequate replacement for uniforms worn out, lost or damaged and providing a supply of additional items to be sold to field employees.
9. The Headquarters Office will advise the field offices immediately that all field personnel, except those working in the Cairo office and the European Regional Office, must wear only the official UNRRA uniform if the wearing of uniforms is prescribed by the Chief of Mission. If the UNRRA uniform is unavailable, field personnel may work in civilian clothes but must wear the UNRRA armband. No mission personnel shall engage in UNRRA activities in the uniform (military or otherwise) of any national group except:
  - a. Doctors and nurses of the U.S. Public Health Service. (Temporary and subject to change)
  - b. Voluntary Society teams from the United Kingdom
  - c. British Army Officers now on the staff of Merra Camp. (Every effort will be made immediately to transfer desirable officers to UNRRA and substitute UNRRA personnel for other British officers.)

\*

A 1486

Official UNRRA Uniform

(Bureau of Areas Recommendations, January 22, 1945)

RECEIVED

9 FEB 1945

UNRRA (REGY.)

WINTER

Men's

- \*Cap, olive drab, overseas, distinctive UNRRA, with UNRRA insignia
- \*Overcoat, bark color, alpaca-pile lining, distinctive UNRRA, with UNRRA shoulder flash.
- \*Field jacket, bark color, alpaca-pile detachable lining, distinctive UNRRA with UNRRA shoulder flash
- \*Tunic or dress jacket, official UNRRA, with shoulder and pocket flash 1/
- \*Trousers, olive drab, wool
- \*Shirt, olive drab, worsted, with shoulder straps, and with pocket flash
- \*Shoes, tan, low-quarter, with leather or composition soles
- Socks, tan, light weight wool
- Overshoes, all rubber, artic style (or rubbers, low, all rubber)
- Necktie, black, cotton, mohair
- Gloves, dress, tan, leather or wool with leather palm
- Belt, olive drab
- Sweater, sleeveless, olive drab
- Muffler, wool, olive drab
- \*\*Raincoat, resin coated, without belt
- \*\*Cap, service, winter

Women's

- \*Caps, olive drab, overseas, distinctive UNRRA, with insignia
- \*Overcoat, bark color, alpaca-pile lining, official UNRRA, with shoulder flash
- \*Field jacket, bark color, alpaca-pile detachable lining, official UNRRA, with shoulder flash
- \*Tunic or dress jacket, official UNRRA, with shoulder and pocket flash 1/
- \*Skirt, olive drab, wool
- \*Waist, woolen, olive drab, with pocket flash
- Stockings, tan
- \*Shoes, tan oxford
- Necktie, black, cotton, mohair
- Overshoes, artic type
- Gloves, unlined, leather, dress, or wool
- \*Bag, tan, rectangle shape, with shoulder strap
- Sweater, sleeveless, olive drab
- Muffler, wool, olive drab
- \*\*Raincoat, resin coated, without belt
- \*\*Cap, service, winter

\*One set of all items so marked to be provided to the field employee free by the Administration

\*\*To be issued free by UNRRA in certain areas to meet certain weather conditions

1/ Tentative RECOMMENDATION PENDING EXPRESSION OF OPINION FROM FIELD OFFICES.

\*



SUMMER

Men's

\*Cap, olive drab, overseas, official UNRRA, with insignia  
\*Shirt, khaki color, with shoulder straps, and with pocket flash  
\*Trousers, khaki color, cotton, or shorts, khaki color  
Socks, cotton, tan  
\*Shoes, leather, or composition soles, tan, low-quarter  
Necktie, black, cotton, mohair  
Belt, olive drab  
\*\*Raincoat, oil cloth  
\*\*Helmet, sun

Women's

\*Cap, olive drab, overseas, official UNRRA, with insignia  
\*Skirt, tropical worsted, khaki  
\*Waist, cotton, khaki, with pocket flash  
Stockings, rayon, tan  
\*Shoes, tan, oxford  
Necktie, black, cotton, mohair  
Bag, tan rectangle shape, with shoulder strap  
\*\*Raincoat, oil cloth  
\*\*Helmet, sun

WORK CLOTHES 1/

\*Cap, herringbone twill, olive drab  
\*Suit, work, one-piece, herringbone twill, olive drab  
\*Socks, heavy, work  
\*Shoes, service  
Gloves, work

\*One set of all items so marked to be provided to the field employee free by the Administration  
\*\*To be issued free by UNRRA in certain areas to meet certain weather conditions

1/ Tentative recommendation pending expression of opinion from field offices.

\*

23 January 1945



TO: The Director General

FROM: Richard R. Brown

SUBJECT: Work Uniforms for Nurses and Laboratory Technicians

This is to recommend that you approve the issuance of special work uniforms for nurses and laboratory technicians in the field. The Health Division has submitted procurement requests on nurses' uniforms to the Division of Administrative Services, which in turn has requested clearance of the Bureau of Areas, and we are likewise in receipt of the Health Division's request for clearance on laboratory technicians' uniforms. It is our belief that the orders for both sets of uniforms should be approved.


The question of issuing work uniforms to special groups of UNRRA workers to be or currently engaged in field activities necessitating special work clothing has been carefully studied by this bureau, and all concerned parties have been consulted. At the present time, it is not believed that special work uniforms will be required for any particular group of UNRRA employees other than the nurse and laboratory technician staffs.

It is our recommendation that, in approving the issuance of special work uniforms for the nurses and laboratory technicians, you specify that these uniforms are not to become the property of the persons who will receive them, but shall be owned by UNRRA and made available to the nurses and technicians for wear in the performance of their technical functions as long as they are UNRRA employees. It is presumed that when they are off duty, these nurses and technicians will be eligible to receive a free issue of the regular UNRRA uniform if its wearing is prescribed by the Chief of Mission.

The pending order for nurses' uniforms calls for the immediate manufacture of between 2,000 and 3,000 seersucker uniforms, which will meet the needs of UNRRA nurses until the end of calendar year 1946, when there will be an estimated 500 nurses on the UNRRA staff. This is on the basis of an initial issue of four work uniforms per person and a supplemental issue of two uniforms annually. Inasmuch as the total number of laboratory technicians will probably not exceed 30, the number of uniforms needed will be small.

PHammer/alg

cc: Menshikov  
Corson  
Files  
Hammer





A1486

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.



25 January 1945

VIA AIR MAIL

FROM: John J. Corson

SUBJECT: Material forwarded to the ERO by the Bureau of  
Finance & Administration.

In our efforts to discharge our responsibility for keeping your people informed of what is developing over here, in the expectation that you will continue to do everything you can to keep us informed of developments in the ERO, we have forwarded to you in the last couple of weeks the following materials, showing the date of transmittal:

22 Jan. Memo. 13 Jan. on telephone conversation between Howard M. Teaf and L. W. Niggeman, War Shipping Administration regarding Marine Insurance. PC

22 Jan. Memo. 13 Jan. to Harry W. Knight from Howard M. Teaf regarding First Six-Months Benefits under Administrative Order No. 22, "Employees' Compensation Plan". (A1426)

22 Jan. Memo. 13 Jan. Outline of Procedures - Self-Insurance of Marine Losses. ✓

(betw. 7 & 15 Jan.)

Memo. Vaughan to Corson "Travel Section" outlining steps recently taken to provide better and more expeditious travel to employees. E (A1446)

(betw. 7 & 15 Jan.)

3 copies of Area Budget Allotment Order No. 4 dated 11 January, China Area Office. F (A132)

(betw. 7 & 15 Jan.)

3 copies of Commodity Procurement Allotment Order No. 2 dated 15 January, Revision No. 1, United Kingdom. F S (A132)

(betw. 7 & 15 Jan.)

Draft Administrative Order on Budgets for Field Missions, for your comment.

J. (1446)

The attached revised Administrative Order

No. 36 on Living Allowances Paid to Employees  
Serving Abroad, and the explanatory letter, are  
being circulated in this preliminary draft form  
for comment and suggestion. Both are subject  
to revision before final issuance.

Any comments or suggestions should be  
sent to Joseph P. Harris, Director of Personnel.

24 January 1945



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SUBJECT: LIVING ALLOWANCES PAID TO EMPLOYEES SERVING ABROAD.

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1. PURPOSE: The purpose of this order is to provide the bases for determination of living allowances paid to UNRRA employees when assigned to posts of duty in a country other than the country in which their home stations are located. This order shall apply to all UNRRA and voluntary agency personnel serving with UNRRA who are stationed outside their own country. It supersedes Administrative Order No. 36, issued 13 November 1944, which is hereby revoked.
2. APPLICATION: The rates prescribed in this order shall apply not later than April 1, 1945 to all employees serving at a post of duty in a country other than the country in which their home station is located.
3. DELEGATION OF AUTHORITY: The authority herein granted to the Chief of Mission can be exercised by the officer in charge of a field mission or office regardless of his title. The living allowance for headquarters will be established by the Deputy Director General for Finance and Administration, and for E.R.O. by the Administrative Council.
4. DEFINITION OF HOME STATION: The home station of an employee is the city to which he will be returned at the termination of his employment. It shall be determined at the time of his appointment by the Personnel Division of the office by which he is recruited as follows:
  - (a) If the Administration has an office in the country of which the employee is a national, his home station shall normally be the city in which the principal office of the Administration in that country is located, except that in the case of an employee who does not reside in the country of which he is a national, the Personnel Division may designate a city in the country in which he resides as his home station.
  - (b) If the Administration has no office in the country of which the employee is a national, the home station shall be the city designated at the time of appointment, which ordinarily will be a city in the country of which he is a national.
5. GENERAL PRINCIPLES:
  - (a) Living allowances shall be paid to employees serving outside of their own country (as defined in paragraph 3). This allowance shall cover in both low and high cost areas the additional living costs which employee incurs by reason of foreign service. It shall be paid in local currency at the most favorable rate of exchange available to UNRRA.



Draft

ADMINISTRATIVE ORDER NO. 36  
(Revised) 1945

(b) The living allowance shall be composed of:

(1) An allowance to cover the additional cost of food and lodging.

(2) A flat allowance of \$1.50 per day to cover the increased cost of incidentals.

(c) Since the living allowance shall cover the extra cost of living abroad, it will vary:

(1) According to the cost of food and lodging at the different stations as determined by the Chief of Mission.

(2) According to the dependency status and salary level of the employee as explained in paragraph 7.

(d) Since employees of the Administration may change their status frequently and at irregular intervals, allowances will be paid on a per diem basis to permit ready adjustment in the allowance rate.

#### 6. ESTABLISHMENT OF SCALES OF LIVING ALLOWANCES.

(a) The Chief of Mission, after consultation with the local government, shall establish the scale or scales of living allowances included in Table I of this order which shall apply to the area as a whole, or to particular localities as circumstances warrant. These scales shall be revised from time to time to take into account changes in the cost of living.

(b) The scales of living allowances established by the Chief of Mission shall be subject to the approval or revision by the Deputy Director General for Finance and Administration. The Chief of Mission, however, may establish provisional scales of allowances which shall be put into operation without waiting for the approval of the Deputy Director General for Finance and Administration, but the approved scales when established shall apply to the entire period.

(c) Chiefs of Missions shall forward to headquarters or to the appropriate regional office their recommendations for the establishment of scales of living allowances, together with information indicating (1) the cost of living in each area for which individual rates are established; (2) the actual living costs of employees of the Administration; and (3) comparable rates used by other agencies. The European Regional Office shall review and forward to headquarters with its comments and recommendations such reports received from missions under its jurisdiction.



UNRRA

Draft

ADMINISTRATIVE ORDER NO. 36

(Revised) 24 January 1945

7. METHODS FOR DETERMINING SCALES OF LIVING ALLOWANCES.

(a) The Chief of Mission shall, in consultation with the local government, determine the average reasonable per diem cost of food and lodging. If either of these items is provided to employees without charge or at reduced rates not generally applicable in the area, the actual cost shall be used in determining the cost; if both of these items are provided without charge, the cost will be nil.

(b) A flat allowance of \$1.50 per diem shall be paid to all employees to cover increased costs of incidentals other than meals and lodgings.

(c) Employees with dependents shall receive a living allowance which covers the full cost of meals and lodgings, plus \$1.50 per diem. The Chief of Mission shall determine which of the several scales of living allowances contained in Table I shall be applicable, selecting the lowest scale which provides for employees with dependents an allowance sufficient to cover these items.

(d) Employees without dependents shall receive a living allowance which covers the full cost of meals and lodgings, less the amount which they normally spend for these items in their home country, plus the flat allowance of \$1.50 per diem. The rates applicable for employees without dependents under each living allowance scale, and according to salary received are indicated in Table I.

8. ALLOWANCE TO TWO OR MORE MEMBERS OF A FAMILY. The total of all allowances paid to two or more members of the same family employed by UNRRA who are living together and entitled to receive a living and quarters allowance shall not exceed the allowance for an employee with dependents.

9. VARIATIONS IN SCALES OF ALLOWANCES.

(a) Normally the scale of allowances established for the area or for a particular locality will be applicable to all employees in the area who are entitled to allowances, but if one or more employees are provided from official sources with food and lodging or both without charge or at reduced rates, the standard scale of allowance for the locality will not apply to such employees, and the Chief of Mission shall establish the appropriate scales applicable in the individual cases.

(b) Normally a single scale of allowances shall apply alike to employees of all grades, but if the Chief of Mission finds that in fact the cost of food and lodgings differs substantially for (1) secretarial and clerical employees, (2) executive, administrative, and professional employees, and (3) the chief officers of the mission, including the directors of the several functional divisions, he may establish different scales for each of these groups in accordance with the average reasonable costs of employees within the group.



(c) If the Chief of Mission finds that the scales of allowances contained in Table I are insufficient or for other reasons inapplicable, he may recommend the establishment of other scales of allowances to meet the situation, following as closely as possible the essential features of the scales included in Table I.

10. ALLOWANCES TO AN EMPLOYEE IN TRANSIENT STATUS: While in transient status, i.e., traveling away from his post of duty, an employee will not be entitled to receive the living and quarters allowance payable under this order in addition to the rates established for transient or casual travelers. Such an employee, however, may receive an allowance at a rate fixed by the Chief of Mission to compensate him for any continuing expenses of lodging at his post of duty.

11. ARRANGEMENTS FOR HARDSHIPS: In exceptional hardship cases, where the payment of allowances fixed on the above bases would cause undue hardship to the employee, because of exceptional conditions which obtain in the field, the Deputy Director General for Finance and Administration or the Chief of Mission may approve of a payment other than the rate of allowance prescribed in accordance with this order. The Chief of Mission will report any authorization of change in rate of allowance made by him to the Deputy Director General for Finance and Administration.

12. ALLOWANCES FOR VOLUNTARY AGENCY PERSONNEL: A living allowance will be paid to employees of voluntary agencies associated with UNRRA, on the same basis as other employees of the Administration, except that voluntary agency personnel receiving salaries of less than \$1000 annually will be paid at the rate established for employees with dependents, regardless of their dependency status.

13. DETERMINATION OF DEPENDENCY: For the purpose of determining the amounts of allowances to be paid to employees stationed at a post of duty:

- (a) An employee will be considered as an "employee with dependents" if (1) he maintained a common domicile with the persons whom he claims as dependents prior to his employment by the Administration and that during his employment away from his home station he continues to maintain a domicile for such dependents, and (2) he contributes currently more than 50% of the support of such dependents.
- (b) An employee will be considered as an "employee without dependents" if he does not meet the conditions for employees with dependents given in paragraph (a).

14. APPROVAL BY THE DEPUTY DIRECTOR GENERAL FOR FINANCE AND ADMINISTRATION: The rate established by the Chief of Mission shall be subject to approval by the Deputy Director General for Finance and Administration on the recommendation of the regional office. The Chief of Mission may establish a rate without waiting for approval of the Deputy Director General for Finance and Administration, but the approved rate when established will apply to the entire period.

15. REVISION: This order is subject to amendment without prior notification to employees and should not be regarded as part of the employment contract.



# SCALES OF PER-DIEM LIVING ALLOWANCES TO EMPLOYEES SERVING ABROAD

Explanation: The scale of rates applicable to each station is determined by the Chief of Mission, with the approval of the Deputy Director General for Finance and Administration. Living allowances are designed to cover the increased cost of living which employees incur by reason of their service abroad. Since cost of living statistics indicate that persons with dependents spend at their homes only a negligible amount of their incomes for food and lodgings, apart from expenditures for maintaining their establishments, the full cost of food and lodging is paid employees with dependents. Employees without dependents receive the full cost of food and lodging less the amount which they normally spend on these items in their home country as determined by cost of living statistics. It will be noted that lower-salaried employees receive a larger allowance than higher-salaried employees. This is because employees in the higher brackets normally spend a larger amount for food and lodging in their own country, and hence their extra costs while serving abroad are less than those of employees in the lower brackets. All employees receive also \$1.50 per diem for increased cost of incidentals, irrespective of dependency status. The rates in the table include this allowance. All employees who are provided with board and lodging without charge are paid this allowance of \$1.50 per diem.

<u>Scale Number</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>
	<u>Employees with Dependents</u>									
For all salaries	\$1.50	\$2.00	\$2.50	\$3.00	\$3.50	\$4.00	\$4.50	\$5.00	\$5.50	\$6.00

	<u>Employees without Dependents</u>									
1200 - 1799	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50
1800 - 2399	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00
2400 - 2999	1.50	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50
3000 - 3999	1.50	1.50	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00
4000 - 4999	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	2.00	2.50
5000 and over	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	2.00

<u>Scale Number</u>	<u>11</u>	<u>12</u>	<u>13</u>	<u>14</u>	<u>15</u>	<u>16</u>	<u>17</u>	<u>18</u>	<u>19</u>	<u>20</u>
	<u>Employees with Dependents</u>									
For all salaries	\$6.50	7.00	7.50	8.00	8.50	9.00	9.50	10.00	10.50	11.00

	<u>Employees without Dependents</u>									
1200 - 1799	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00	9.50
1800 - 2399	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00
2400 - 2999	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50
3000 - 3999	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00
4000 - 4999	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50
5000 and over	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00



TABLE I

## SCALES OF PER DIEM LIVING ALLOWANCES TO EMPLOYEES SERVING ABROAD

Explanation: The scale of living allowances applicable at each station is established by the Chief of Mission, and is subject to change as costs of living change. To ascertain the rate applicable to an individual employee, consult the scale applicable to station. For example, if Scale No. 10 is in effect, the per diem rate for an employee with dependents is \$8.00, while the rate for an employee without dependents whose salary is over \$5,000 is \$4.00. The rates establish the total living allowance, including food and lodging, and \$1.50 per diem for increased cost of incidentals.

The scales of rates included in the table do not apply in the following circumstances: Employees who are provided with food and lodging without charge receive a flat allowance of \$1.50 per day for the increased cost of incidentals. If food and lodging are provided from official sources at reduced rates costing less than \$2.00 per day for both items, the rate for employees with dependents will be the actual cost of food and lodging plus \$1.50; the rate for employees without dependents will be \$1.50 per day.

Scale Number	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
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Employees With Dependents

For all Salaries	\$3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00	9.50	10.00	10.50	11.00
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Employees Without Dependents

\$1200-1799	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00	9.50
1800-2399	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50	9.00
2400-2999	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00	8.50
3000-3999	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50	8.00
4000-4999	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00	7.50
5000 & over	1.50	1.50	1.50	1.50	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00	5.50	6.00	6.50	7.00



24 January 1945

Direct Letter from the Director General to All Employees Explaining the  
New System of Living Allowances

TO ALL UNRRA EMPLOYEES:

The present system of living allowances to employees serving in the field or outside their own country has proved unsatisfactory in several respects, and it has become necessary to revise it. The plan worked satisfactorily in some areas, but it is apparent that fixed allowances would be insufficient in areas with extremely high cost of living. The practice of paying different rates to nationals of different countries, which has been followed in some areas, is also unsatisfactory. As a result of incorrect interpretation of the present system, some employees in camps who were provided with free meals and lodging have also been given substantial per diem allowances which in effect provide a supplement to their salary. The Administration cannot justify this practice under the specific mandate issued by the Council at the Montreal session, which requires the most careful attention to operating costs in the interest of economical administration. For these reasons the system of living allowances has been revised in order to establish a plan applicable to all stations, in very high cost areas as well as low cost areas, and to employees of all nationalities.

Administrative Order No. 36 issued on 13 November 1944 has been withdrawn and a revised order issued. The revised system of living allowances for employees stationed abroad includes the following major features:

- (1) The Chief of Mission, with the approval of the Deputy Director General for Finance and Administration, will determine what the current actual average costs of board and lodging are at stations under his jurisdiction.
- (2) Employees who have dependents will be paid this full amount.
- (3) Employees without dependents will be paid this amount less the amount which they normally spend for board and lodging in their own country, as arrived at by the use of scientific cost of living data.
- (4) In addition, all employees will receive a flat sum of \$1.50 per diem to cover increased cost of incidentals while stationed abroad.
- (5) All employees in camps, irrespective of dependency status or salary, will receive the above allowance of \$1.50 for increased cost of incidentals.

Because there has been some misunderstanding about the former system of allowances, and particularly the so-called "separation" allowance, I feel that it is necessary to clear up these misunderstandings. Under the former system there was a lack of uniformity. Field allowances in some areas were divided into two parts:

- (1) A per diem allowance which was the amount paid to a single person stationed in the field. This amount was designed not to cover the entire cost of maintenance, but only the additional cost which the single employee incurred by reason of his service outside his own country. It was estimated that this amount should normally be sufficient to



cover board, lodging, and incidentals less approximately \$4.00 per diem which the employee was assumed to pay in his home country for these items.

- (2) A "separation" allowance of \$4.00 to be paid to employees with dependents. This allowance was established in recognition of the fact that employees with dependents normally spend on themselves for food and lodging while residing with their dependents only a negligible amount, and consequently should be reimbursed in full for these items while serving abroad. The per diem allowance plus the "separation" allowance were designed to cover the increased cost of living abroad for employees with dependents and, in effect, amounted practically to full maintenance.

The "separation" allowance unfortunately has been regarded by many employees as a supplement to their salaries, to be sent to their homes to support their families or dependents. It was never so intended. Employees who have joined the staff of UNRRA have ordinarily been paid salaries equal to those which they previously received, and consequently the Administration cannot justify paying to the employees an additional sum for the support of their families totalling \$1460 per year.

The Administration will continue to deal fairly with its employees. Evidence of this is indicated by its provision for medical care in the field, provision for illness and accidents, with allowances to the dependents of employees in such cases, and a provident fund which provides the employee with a substantial sum at the termination of his employment. Similarly, the revised living allowance system is designed to provide a fair and equitable allowance to all employees who are stationed outside their own country. They are assured that the Administration will bear the additional cost which they incur by reason of this service, irrespective of where they may be assigned, or how high the living cost may be in the area. If there are employees who have joined the staff at a substantial reduction in salary on the assumption that the difference would be made up by the living allowance in the field, their cases will be reviewed on their merits, and wherever possible, individual adjustments will be made to avoid any hardships or inequities.



SUBJECT: WITHIN-GRADE SALARY INCREASES FOR INCREASED VALUE TO THE ADMINISTRATION

1. PURPOSE: This order, effective 1 January 1945, states the policy governing within-grade salary increases and prescribes the procedure for the completion of such increases for employees stationed in Washington.

2. DEFINITION: A within-grade salary increase is an advancement in salary, involving no change in duties, from one increment level within a salary grade to a higher increment level within the same salary grade. Increment levels are established graduations of salary within each salary range. (See Administrative Order #37).

3. POLICY: Within-grade salary increases are paid to employees in recognition of their increased value to the Administration after the prescribed period of satisfactory service. Indefinite employees whose services are certified by their supervisor to have been satisfactory and to have increased in value, shall upon the approval of the division or bureau chief be given a one-step within-grade salary increase at the end of each full year of service since the last previous salary advancement. Employees for whom the supervisor contemplates reassignment or termination for unsatisfactory work performance shall not be certified for within-grade increases. In such cases where reassignment results in satisfactory performance, the supervisor may recommend that the previously withheld within-grade salary increase be given. In cases of unusually meritorious service, a within-grade salary increase may, upon recommendation of the bureau or division head, and with the approval of the Deputy Director General for Finance and Administration for Washington, the Deputy Director General for Administration for London, or the Chief of Mission, be given after six months of service at the same salary rate.

Within-grade salary increases shall be made at increment levels, until the maximum level of the grade is reached. In cases of unusually meritorious



service, the within-grade salary increase may be for more than one increment step.

An employee receiving a salary not in accordance with authorized increment levels shall, at the time of the first within-grade increase, be given an increase to the amount necessary to bring his salary to an authorized increment level, even though this may be the second increment level above his present salary, i.e., an employee receiving \$5300 would be advanced to \$5600.

If the amount of salary increment for any grade has not been determined, within-grade advances for employees within that grade will not be made until the amount has been determined and increment levels within the grade established.

4. ELIGIBILITY FOR WITHIN-GRADE SALARY INCREASES: The provisions of this order shall apply to indefinite employees, but not to employees holding other types of appointments. Temporary employees who later receive indefinite appointments without a break in service shall have the period of service in the temporary appointment credited as indefinite appointment service in determining the eligibility for a within-grade increase.

A leave of absence without pay shall not be credited as service in determining the effective date of the within-grade salary increase.

Part-time employees shall be eligible for within-grade salary increases when they have worked a period of time equivalent to that required for full time employees, i.e., 52 full time weeks.

5. PROCEDURE - HEADQUARTERS: Not later than the fifteenth of each month, the Personnel and Training Division shall send to each Bureau and Division Chief the names and anniversary dates of employees who become eligible for within-grade salary increases during the following month. The list shall contain the date of the last salary increase received and a notation as to any period of employment which is not counted in determining eligibility, such as leave without pay.



Each bureau or division shall review the list and within ten days after its receipt, shall transmit to Appointment and Records Section, Personnel and Training Division, for each employee for whom a salary increase is recommended, a Form P-2 which shall contain a statement certifying that the employee's work performance has been satisfactory and that his value to the Administration has increased.

If a Bureau or Division Chief does not recommend a within-grade salary increase for an employee whose work performance is unsatisfactory, he shall send a memorandum to that effect to the Appointments and Records Section, Personnel and Training Division, for filing in the employee's personnel folder.

PROCEDURE, ERO AND FIELD: The Deputy Director General for Administration in the European Regional Office and chiefs of missions for field missions shall develop procedure for effectuating the provisions of this order for the employees under their jurisdiction.

TO:

Mrs. Moxfange. *HM*

for ACTION

29/1

Please circulate to  
copies distributed  
to on.....

Sir 7 Light Road  
Mr. Rhatigan  
Mr. Herbert  
Mr. Moxney.  
Mr. Myer Cohen.  
Mr. O'Halloran

..... Branch Registry

Date.....



2  
A1286  
File A1/3/1

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

9 January 1945  
F. & A. Weekly Letter No. 1

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

Dear George:

As you will see this is the first of what I expect will be regular weekly letters from me to the ERO.

Purposes:

1. These letters are designed primarily to help keep the staff of the Establishments and Organization Division, the Finance Division, and the Training Division, in closer touch with what is "in the mill" at Headquarters in the Bureau of Finance & Administration, or of concern to the Bureau of F. & A.
2. It is hoped these letters may serve such other purposes in ERO as you may wish.

Action at ERO:

We plan to send four tissue copies of these letters by airbag in order to expedite their distribution at that point. Will you, therefore:

1. Issue written instructions to the desk where the Headquarters mail is opened to provide that each time a letter in this series "Finance and Administration Weekly Letter to ERO" is received, a copy will immediately be dispatched by him to each of the following, providing there is material in the letter of direct concern to each. In case the material does not concern one or more of the divisions, the letter need not be sent to those divisions. However, in each case a copy should go to the Executive Secretary:
  - (a) Executive Secretary
  - (b) Director of the Finance Division
  - (c) Director of the Establishments and Organization Division
  - (d) Director of the Training Division.
2. I will appreciate it very much if you will consider, as you read your copy of such letters, whether or not they contain items of interest to other persons or units in the ERO, and if so, will you see that a copy is sent to them.
3. Will you let me have any suggestions which will improve the usefulness of these letters.



Mr. George S. Mooney

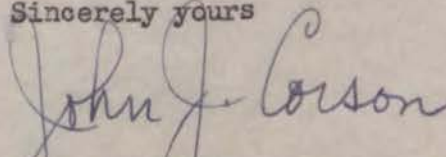
- 2 -

4 January 1945

Contents of this letter:

1. Proposed plan for overall UNRRA Training Program -- comments and suggestions of ERO are requested by 20 January, if possible. (4 copies)
2. Comment with respect to the responsibility for Internal Auditing, pertinent to your cable No. 1369 and our reply. (four copies)
3. Materials concerning the Greek Mission as follows: (Attached to O'Halloran's copy)
  - (a) Bi-monthly report submitted by Lewis H. Rohrbaugh, Deputy Chief, Finance and Administration. (1 copy)
  - (b) Monthly report on Mission Personnel requested from each of the Balkan Missions. (1 copy)
  - (c) Airgram No. A-29 to Cairo concerning furnishing staff from Headquarters. (1 copy)
  - (d) Status of Voluntary Agency personnel as of 13 November. (1 copy)
  - (e) The Balkan Missions and the Refugee camps. (1 copy)
  - (f) Analysis of Greek personal services budget prepared here for consideration. (1 copy)
  - (g) ~~Correspondence between Laird Archer and General Scobie. (1 copy)~~
4. Brief report on conference held 4 January concerning the accounting for local currency received from the sale of UNRRA supplies in a country. (4 copies)
5. Need at Headquarters for new Displaced Persons program budget and allocation of positions to be recruited at Headquarters. No material is attached on this point and in my telephone talk with you yesterday I emphasized the importance of the ERO getting to us promptly necessary information in order not to jeopardize UNRRA's ability to meet the personnel requests which have been put forward by SHAEF.

Sincerely yours



John J. Corson  
Deputy Director General  
Bureau of Finance & Administration

Inclosures



Hand Turner A1286  
ASB

PLAN FOR INTERNAL AUDIT OF UNRRA'S ACTIVITIES

A reply to Cable No. 1369 from London dated 30 December 1944 relative to the organization and responsibility for the internal audit of UNRRA's expenditures has already been made in a cable dated 4 January. This additional statement is designed to supplement our cable reply and to ensure a mutual understanding of the problems involved.

The internal audit of UNRRA's accounts must be viewed along with the audit to be made by the Auditors of the Council, i.e., Deloitte, Plender, Griffiths & Company. This internal audit is designed to ensure the integrity of all our fiscal and accounting practices and to provide a continuing review of our fiscal operations. It will be designed to aid operating officials by ensuring that discrepancies in our practices are brought to light as promptly as possible, and by raising questions as to our fiscal operations as a basis for constantly improving the practices we follow.

The audit made by the Auditors of the Council, Deloitte, Plender, Griffiths & Company, will supplement this internal audit and will be based, our discussions with these Auditors suggest, in some degree upon our own audit. At least the representatives of Deloitte, Plender, Griffiths & Company will expect to have access to the reports of our internal audit and have indicated their intention to determine the scope of their own audit on the basis of their knowledge of the internal audit being carried on.

X The function of an auditor, I am sure you will agree, requires, first, access to any pertinent records which will indicate the character of the fiscal transaction being reviewed, and second, freedom from direction as to the inquiries they shall make in satisfying themselves as to the character of the transactions under review; and third, freedom to report directly and immediately to those officials of the Agency who are continually accountable to the Committee on Financial Control and its Audit Sub-Committee. Accordingly, we have contemplated that the Internal Audit Division, headed by the Chief of the Division, Mr. M. C. McIntosh, would be responsible, through the Deputy Director General for Finance and Administration, to the Director General, and would expect to plan an audit program to cover UNRRA's activities wherever they may be found; which is X adequate, in the opinion not alone of the Deputy Director General for Finance and Administration, and even of the Director General, but adequate as well in the eyes of the Auditors of the Council, Deloitte, Plender, Griffiths & Company.

5  
This is not to say that the Internal Audit Division is subject to no administrative supervision. At Headquarters, it operates under the general supervision of the Deputy Director General for Finance and Administration. In the European Regional Office, we would propose



that the Internal Auditor and such assistants as he may have shall function under the general supervision of the Administrative Council or of the Executive Secretary as the Council determines. This general supervision, however, must permit the Internal Auditor and his assistants to have the freedom described above as essential to the undertaking of an effective audit, and must permit the Chief of the Internal Audit Division at headquarters to direct the making of such inquiries and examinations as he deems necessary. Any reports the Auditor would make would be submitted to the Administrative Council for its review and such action as the Council deems necessary. Simultaneously, however, it seems essential that such reports be forwarded immediately to the Internal Audit Division in Washington along with any comments or reports of action taken which the Administrative Council would wish to add.

As I have pointed out in Cable 39 , the basic character and requisite independence of the audit function distinguishes this function from the accounting function or such functions as the administration of health, welfare or displaced persons activities.

I hope these statements will serve to clarify the cable which has been sent in reply to Cable No. 1369. Mr. McIntosh, Chief of the Internal Audit Division, together with two auditors from Headquarters, is now in Cairo conducting an audit of that office and of the operations in the MERRA Camps. We expect him to visit London before returning to Washington. At that time I hope you can discuss fully with him the functions of the Internal Audit Division.



FURTHER DISCUSSION OF THE DISPOSITION OF LOCAL  
CURRENCY PROCEEDS FROM THE SALE OF UNRRA SUPPLIES

RECEIVED

16 JAN 1945

U.N.R.R./

The accompanying memorandum relative to the interpretation of Resolution 14, Section 19, served as the basis for a discussion today of the problem we discussed in London as to the handling of proceeds in local currency from the sale of UNRRA supplies. The discussion favored a further compromise of alternative 2 as set forth in this memorandum in the direction of alternative 3. Hence, it is proposed to recommend to the Director General for presentation to the Central Committee this revision of alternative 2 which relaxes still further the concept of an account as set forth in Cable No. 1296 from London, and makes more liberal the time within which the Government would be expected to make expenditures for relief and rehabilitation. AC

Attachment

JJCorsen/vc

5/jan/45

1220

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

1 January 1944

To: Mr. A. H. Feller  
Mr. Roy P. Hendricksen  
Mr. Hugh Jackson  
Mr. Michail Menshikov  
Mr. M. P. Siegel  
Mr. M. Sokolowski

From: John L. Gerson

Subject: Interpretation of Resolution 14, Paragraph 19.



Conference  
4 Jan  
in Counselor's  
Office  
Colab  
Took minutes  
JMS

During recent weeks, we have discussed on several occasions the interpretation that should be given by the Administration to Resolution 14, paragraph 19. This question has to do with the financial arrangements that shall obtain between a country adjudged, in accordance with Resolution 23, to be unable to pay for supplies or assistance rendered by UNRRA in foreign exchange. The question was dealt with in Cable 1031 of 29 November to London, and in Cable 1396 from London dated 15 December.

This memorandum is designed to restate the alternative interpretations considered in those Cables and serve as a basis for our discussion of this problem again in the immediate future. It is essential that we determine the position that shall be adopted by the Administration in agreements shortly to be concluded.

Resolution 14, paragraph 19 reads as follows:

"Section 19. Supplies and Services for Which Member Governments Are Not in a Position to Pay With Suitable Means of Foreign Exchange.

"The Council recommends that governments not in a position to pay in suitable means of foreign exchange for necessary relief and rehabilitation supplies or services make available to the Administration in whole or in part the local currency proceeds from the sale of supplies furnished by the Administration. It shall be the policy of the Administration to use any such local currency for relief and rehabilitation work, including the care and movement of displaced persons, and for such other purposes as may be agreed upon with the government. Programs for the utilization of such local currency shall be formulated by the Director General and the member government involved."



In interpreting this section, the question which has arisen is whether a government, not in a position to pay in suitable means of foreign exchange, for necessary relief and rehabilitation supplies or services, shall be privileged to use for such purposes as it may deem necessary, the proceeds in local currency derived from the sale of supplies furnished by the Administration. The main differences of interpretation are:

1. Under the first interpretation, the Government is obliged to make available to the Administration in full the local currency proceeds from the sale of supplies furnished by the Administration, e.g., by paying them to a special account under the control of the Administration. The Administration would then be free to utilize the proceeds for the expenses of its mission or for further relief and rehabilitation work undertaken by it or for any other purposes as may be agreed with the Government. The Administration would be free to release any part of the proceeds to the Government for any agreed purpose; but the Government would not be free to draw upon the proceeds for any purpose without the consent of the Administration.
2. Under the second interpretation, the Government is obliged only to account to the Administration as to the use made of the local currency proceeds from the sale of supplies furnished by the Administration. It is privileged to use these local currency proceeds for such purposes as it, the Government, determines to be necessary, but it is obligated to account for the local currency proceeds and, over a period of time, to expend for relief and rehabilitation purposes, as broadly defined by the Administration, an amount equivalent to the value of the local currency proceeds. The account maintained by the Government will always indicate the aggregate local currency proceeds, the sums expended for relief and rehabilitation purposes, and the balance, hence, which the Government is obligated to UNRRA to expend for relief and rehabilitation in the country.
3. Under the third interpretation, the Government is obliged to make available to the Administration only such part of the proceeds of sales as it may be willing to release, e.g. for the expenses of the mission or for relief and rehabilitation work which it agrees should be undertaken by the Administration or for any other purposes as may be agreed by it with the Administration. The Government would be free to utilize the balance of the proceeds for whatever purpose it deems to be in the best interests of the country.

The section referred to contemplates joint programmes being formulated by the Administration and the Government and various alternative systems might be developed according to whether these programmes should be undertaken by the Government or by the Administration. But the essential question remains whether in case of a difference of view, as to the disposal of these receipts, it is the Government or the Administration which has the ultimate decision.



In considering the alternatives posed above, you will want to take into account at least the following factors:

- (a) It is the function of UNHRA to make available to those member governments in need of assistance such relief and rehabilitation supplies and services as it can equitably allocate to meet needs; but
- (b) The general responsibility for distribution of such supplies within a liberated area (including arrangements for their sale) rests with the Government and not with the Administration (Resolution 7).
- (c) UNHRA's resources are limited and a maximum effort must be made to insure that, with those resources the maximum relief and rehabilitation will be accomplished; but
- (d) The objective of the Administration is to help the liberated countries to help themselves and the Governments rather than the Administration are presumably in the best position to judge what policy will contribute most effectively to the restoration of the national economy.

I would like to suggest that we meet in Room 1209 on Friday, 5 January, at 3:30 PM to discuss this matter.

JJGorson/vc



76  
October 14, 1944, to December 14, 1944

BUREAU OF FINANCE AND ADMINISTRATION, GREECE MISSION



Although numerous reports on both individual and groups of items have been made to the Balkan Mission during the above period, no summary report has been made for the Greece Mission and this bi-monthly report is meant to serve that purpose. The period covered by this report dates from the day when an advance party of three persons from the Greece Mission, including two representatives of the Bureau of Finance and Administration, left Cairo for ATHENS. Circumstances surrounding the opening up of the Greece Mission and its operations during the early days of the military period, including the last ten days of civil war, made it quite impossible to adhere to the usual procedure of a complete monthly report.

LIVING ACCOMMODATIONS:

After a brief period of being quartered in a down-town hotel with the Military, the Mission took over and opened the Acropole Palace Hotel, about one mile from Military HQ. A good deal of work was involved in getting the hotel ready for occupancy, setting up indenting procedures to draw and serve military rations, etc. The hotel is an extremely comfortable one and is pleasantly located. Because its own quartermaster staff was still in Egypt with the remainder of the Mission, it was necessary to secure one corporal and two other ranks for general service in the hotel. The food has been excellent, due in large part to the ingenuity of the Greek chef. The hotel is used to house HQ staff, District I staff, and staff belonging to districts which, because of travel difficulties must be transported direct from Egypt to Athens and then trans-shipped to the districts. The same trans-shipment process has been necessary with the voluntary teams, although they are, or were to be, housed in separate quarters, arrangements being made for this by the Town Major. The hotel has no heat, and with the exception of the first morning of the civil war, has had no hot water, but the staff has adjusted well to this situation.

The hotel has been operated entirely by UNRRA so far as management is concerned with the exception of the hotel bar which it was agreed the hotel could operate and this was done after UNRRA agreed to a modified price list. Similar arrangements are being made with respect to the hotel laundry, particularly as regards price control. Postal services were also established at the hotel. A small NAAFI canteen was opened the second week after the Mission's arrival, and a regular canteen has been operated on the hotel premises using goods drawn from NAAFI, and since the civil war has made it difficult to draw these goods, others have been used from the extra supplies brought to Greece with the Mission.

Since the beginning of the general strike on Sunday, Dec. 3rd, the hotel has been operated entirely by UNRRA staff, with rotating assignments for guard duty, serving, washing dishes, etc.

OFFICE ACCOMMODATIONS:

A large office building was taken over through the Military and, like the hotel, it had been occupied by German forces who left it in a state of chaos and considerable cleaning up and repairing was necessary. Securing office furniture was a difficult task, but several sources were drawn on and adequate furniture was provided, though of a rough nature in certain instances. Telephones were installed by the Signals and the Military. The office building, the Afthonides Building, has about 120 rooms. Space allocation was originally based on the plan to use one floor temporarily until the arrival about Dec. 6 - 10 of the balance of the Mission. The arrival of the extra plane load of thirty necessitated allocation of all



space, and the later physical integration of certain parts of the Mission into the ML building has necessitated plans for again allocating office space. General plans have been suspended during the last ten days, but if the Mission is to continue in bulk in Greece, the possibility of taking over a smaller building is anticipated. The building was provided with the usual facilities--elevator service, reception and interview rooms, conference rooms, supply room, etc. During the early part of the Mission's stay in Athens, temporary offices were opened in the space made available by the National Bank of Greece.

The office was open on the second day of the civil war and on the third day, but it became necessary to discontinue its use since on Dec. 5th the fighting broke out adjacent to the office. The building has since been occupied by the Ministry of Marines to prevent attack on its office opposite. Typewriters and office supplies were transferred to the hotel the middle of last week in order that UNRRA offices could operate from there.

#### TRANSPORT:

The Mission has been able to secure very adequate transport from the first few days of its stay here. With the arrival from Egypt of two station wagons and two lorries, the original seventeen private cars secured to the Military were reduced in number. The general transport plan provided one car to each of the major divisions and bureaus, an all-day bus service between the hotel, office and Military HQ, and a small pool of transport at the hotel and at the office. Arrangements were made through the Military to have UNRRA transport serviced by the Royal Engineers, using spare parts which were brought by UNRRA from Egypt. A garage near the hotel was taken over for the over-night storage of vehicles.

Since the beginning of the civil war, transport has been a very difficult problem, the drivers of all private cars not reporting for duty, of course. Because of damage of bullets, only the one station wagon remains. This has made three and four trips between the hotel and Military HQ each day under rather dangerous conditions since the area through which the station wagon goes is the one with the most activity in Athens. UNRRA signs have been placed prominently on its sides and rear, and although the truck has had numerous hits, no individual has been injured.

#### TRAVEL:

Travel arrangements have proved to be very heterogeneous. The bulk of the work has been concerned with the bringing of staff from Egypt and securing trans-shipment of district personnel from Athens direct to districts. This has involved the use of plane, caique and truck. Several Headquarter parties have gone to and returned from various points for general trips in connection with displaced persons, welfare, etc. Travel arrangements have also involved air travel to Egypt, to Naples, and London. The actual operating procedures as to traveling allowances now in effect are not entirely clear to the Mission, and it is hoped that via Balkans the Mission will soon receive definite statements of policy covering the various circumstances of travel.



FINANCES:

In the early days of the Mission, arrangements were made with ML for the Districts and HQ to draw funds from the Military to provide for all of UNRRA expenses in Greece. The Mission had not known that partial salary payments here were also under this category but this necessity was included when instructions came from Washington via Balkans. The original arrangements for ML's provision of funds as made in the early days of the Mission in Athens were temporarily suspended because of confusion on the part of the Military concerning arrangements made at AF HQ for the use of administrative funds for staff at Naples. When, after a time this had not been clarified, UNRRA Greece and ML arrangements were put into operation using the ML Finance Officers instead of Army Paymasters. Full reports on this general matter have already been sent to the Balkan Mission. UNRRA Washington has, we understand, requested a written statement from the Military covering the present arrangement. UNRRA Greece understands that UNRRA's general policy is that during the military period all UNRRA expenses in Greece are to be provided for by the Army either directly or by arrangements made by the Army with the Greek Government. The present system operates on the basis of a verbal agreement, although written instructions down the line of command have been given by the Army with reference to the mechanics of furnishing funds. However, a letter has been sent to General Hughes asking for written confirmation of the principles now in effect, and he has replied, promising an early acknowledgment.

When a few staff members were first sent from Cairo for dispatch to districts in Greece, the Greece Mission deposited with the Army limited administrative funds which as a purely emergency measure could be drawn against by designated UNRRA employees in the field. Through an arrangement with ML, these administrative funds have been recovered.

Although the Military has put no limitation on the amount of funds which it will provide UNRRA, UNRRA Greece has set up temporary budgets for HQ and each district based on allowances and partial salary payments due and payable within AF HQ limitations on individuals, based on estimates as to local personnel, transport, etc., needed by districts. As indicated elsewhere, procedure for drawing and accounting on the part of UNRRA has been given to districts. These same funds are used by UNRRA HQ to pay hotel staff and other local personnel.

One problem not yet settled is the machinery by which UNRRA can arrange for a provision of funds to voluntary workers. Machinery to this end had been set up by the Greece Mission in Cairo with a representative of the Cairo Council of Voluntary Societies. The instructions from Washington that checks could not be cashed in Greece against accounts in Cairo suspended these arrangements but the Bureau has again written the Balkan Mission describing the problem and indicating the procedure it believes can and should be followed in this connection and hopes for an early approval since it is essential that adequate funds be provided voluntary workers. We do not believe UNRRA Washington instructions concerning foreign exchange were meant to apply to the funds of voluntary societies.

A full accounting report has been prepared and forwarded to the Balkan Mission covering the period October 13 to Dec. 1st. The basis of the report is in conformity with Washington regulations and classifications. Full accounting records are kept entirely current; all local transactions are on a strictly cash basis.



The Bureau has worked in close conjunction with the Financial Advisor of ML and has participated in the sessions of the Greek Economic and Supply Committee which has been concerned with stabilization of currency and price and wage fixing and controls.

#### BUDGETING:

On October 14, the Greece Mission issued a corrected administrative budget for personal services based on latest information from Washington with respect to the proposed budget expansion for country missions submitted to Washington by the Balkan Mission. Since that date there has been considerable confusion as to which positions have been approved. However, on Dec. 12, the Mission has issued a corrected administrative budget for personal services which represents the latest information it has. This budget has been issued in two forms: one on an entirely functional basis and the other on a geographic basis of district assignments. Copies of each are attached. They include the position number, position title, grade, incumbent and nationality, and include all voluntary workers. On October 14th the Greece Mission submitted a budget to the Balkan Mission for its first three months of operations. The budget included not only personal services but transport, communications, travel, etc., and requested that lump sum allocation be made to the Greece Mission so that it could assume responsibility for its own finances and accounting. During the first two weeks in October, plans were made in conjunction with District Directors and others for the preparation and submission to Athens HQ by Dec. 15, 1944, of operating budgets (i.e. budgets employing funds covering all UNRRA expenditures in Greece and using currency provided by the Military or by the Greek government through the Military) for the first three months operational period. In the early days of the Greece Mission in Greece, temporary budgets were set up for the various bureaus and divisions in HQ and for the districts also with authority delegated to the district and deputy district directors to draw against the allocated sums for the purposes outlined. Accounting and reporting instructions were also given. During the last week of November calls for operating budget estimates and justifications for the first quarter of the 1945 calendar year were issued to districts and to HQ Bureaus and Divisions, and these are due in on Dec. 17th for consolidation. This operating budget and a revised administrative budget covering personal and other services are being prepared on the basis of Washington classifications. It is anticipated that both budgets, particularly that covering operating expenses in Greece, will have to be quite flexible as need for occasional adjustments will arise as conditions change in Greece, and as our knowledge of needs becomes more exact.

#### PERSONNEL:

As of December 14th, the following represents the status of personnel in Greece and in Cairo:

	<u>Greece</u>	<u>Cairo</u>
Administrative Budget	107	40
WOC (seconded from Voluntary Societies, Military, etc.)	6	26
Operating Budget	26	—



The exact location of every individual employed on the administrative budget is shown on the attached budget.

In securing local personnel the Bureau has worked in close conjunction with the Pioneer and Labor branch of the Military. The fixing of rates has been a difficult task, particularly with respect to positions for which the Military has no openings. In no instance has it been impossible for the Mission to recruit, select and dismiss personnel of its own choosing. Wage classification in general represents an extremely difficult problem. Before the Mission left Cairo, the Personnel Director and the Chief of the Organizational Procedures section, who also handles salary classification, worked out a reconciliation aimed at standardizing salary rates and allowances. The differences between national salary structures, particularly U.S.A. and British, remains a problem but can be reconciled to an irreducible minimum. The problem of setting up fair and accurate salary rates for Greek nationals hired in Greece will be a difficult one but it is not pressing at this time, and the Bureau will have an adequate preparatory period.

The employing of Greek nationals will be an extremely delicate proposition as has already been the case and the Bureau will exert every effort to insure that competence is taken as the first standard and that policies laid down by UNRRA Washington will be strictly observed. Because of mistaken publicity (such as newspaper articles that UNRRA was to hire thirty thousand people in Greece) interpretation of our present situation has been a difficult one. Applications have streamed in but it is believed that the matter has been handled fairly adequately. The Personnel Director has been left in Cairo as a rear guard for the Mission, and the personnel staff, together with the Personnel Registry should arrive in Greece in the next two weeks unless hostilities change the general plans of the Mission.

#### EMPLOYEES' SERVICES:

The general morale of the Mission has been excellent, particularly in view of the changes made with respect to the role of UNRRA in certain categories and in view of the civil war, as a result of which the immediate area in which the hotel is located has become the scene of continued fighting for the past ten days, probably the center of the most serious continued conflict in the city. Most of the windows have had many bullets through them, houses near-by have been dynamited and barricades through up, tanks have been active just outside the hotel, sniper's nests around the hotel have been attacked by mortars, rifles and hand grenades, etc. As indicated earlier, since the start of the revolution the UNRRA staff has itself operated the hotel under the supervision of a committee set up to plan and make assignments. A similar committee has been set up to plan recreational programs. Medical attention has been provided for the few cases of illness, while one staff member was hospitalized for five weeks. This service was provided by the Military.

#### ORGANIZATIONAL PROCEDURES:

During early October regular meetings were held of District Directors and others in connection with the operational procedures which would be in effect in Greece and a series of memoranda were prepared for issuance once the Mission was operating in Greece. Several of these were issued, of course, before staff members left Egypt. The following memoranda have been issued altogether:



Informational -	GI - 1	General Information	14 Oct. 1944
Policy	GP - 2	Communications between Headquarters and Officers in the field	
	GP - 4	Integration of UNRRA and ML	2 Dec. 1944
Administrative	A - 1	Issuance of General Memoranda	9 Oct. 1944
	GA - 3	Attendance Records and Leave	9 Oct.
	GA - 6	Budget Proposals	2 Dec.
	GA - 7	Use of Funds for Operating Expenses	2 Dec.
	GA - 8	Meeting	2 Dec.
	GA - 9	Budget Proposals for Operating Expenses - 3-month period	2 Dec.

In addition, it was felt necessary to get down on paper actual job descriptions and operating instructions for all individual employees and in several cases for bureaus and divisions. It was necessary also to supplement Washington field regulations with certain other regulations which grew out of actual field conditions. A general 'Bible' entitled "Country Mission, General Regulations, Greece, Provisional Edition, 1944" has been prepared largely by a former District Director assigned to the Bureau in conjunction with district and HQ administrative staff and functional heads, and is being put out in mimeographed form for final criticism preparatory to issuance. Copies of these regulations are available in both Greece and Egypt.

The only administrative organizational work involved in the period covered by this report is derived from the integration of certain parts of UNRRA Greece with the Military. In this connection, an organizational chart was prepared and issued to the staff.

#### TRAINING:

While most of the training undertaken has been of an indirect nature, the meetings with District Directors and deputies on operational plans and procedure, preparation of job descriptions and operating plans, all had training dividends. The Greek classes in Egypt were changed into more concentrated form and Greek classes on three levels were begun soon after the arrival of the Mission in Greece.

#### GENERAL:

The above covers most of the activities of Finance and Administration in Greece. There are many related activities, which though interesting, it seems unnecessary to cover. Under this category would come the influx of fifty refugees on the night of Dec. 12th when near-by houses were dynamited, the problems of caring for these refugees, passing them on in the morning and letting no more in, the impending problem of evacuating part or all of the Greece Mission from the Acropole Palace and perhaps from the country, etc.

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Lewis H. Rohrbaugh  
Deputy Chief for Finance  
and Administration,  
Greece Mission

14 December, 1944



(11) Registry T.J.3. A69  
A1/3/1  
22nd May, 1944.

Dear Mr. Jackson,

We were extremely pleased to learn in February that someone in the Washington Office had decided to issue periodically an U.N.R.R.A. news letter which was to be sent to each of the various offices of U.N.R.R.A. at weekly intervals.

I believed we received three such news letters during February and the early part of March. Since that time we have failed to receive subsequent issues, and I should like to go on record as saying that all of us in this office are hopeful that such letters will be issued in the future. They contain the type of information which is not always found in other types of memoranda or informational bulletins.

Yours sincerely,

Fletcher C. Kettle.  
Acting Executive Secretary.

Mr. Hugh R. Jackson,  
C/o the Director-General,  
U.N.R.R.A.,  
Washington.