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JOINT UNRRA-UN PLANNING COMMISSION

WORKING PAPERS

- I. Personnel
- II. Supplies
- III. Relationships with Governments, Military Authorities,
and Voluntary Agencies
- IV. Operations
- V. Organization

30 August 1946

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I. INTRODUCTION

The personnel policies outlined herein have been developed by a joint UNRRA - United Nations personnel committee and are presented as recommendations only. The policies are a combination of those of both agencies. An indication has been given in each instance as to whether the recommended policy follows that of UNRRA, United Nations, or that of both agencies.

Since a large part of the operations to be taken over by IRO has been performed by UNRRA, and since IRO is to be a temporary agency, preference has been given to UNRRA personnel policies in the interest of continuity of operations. In some instances specific provisions affecting the employment of the Displaced Persons have been included in the recommended policies. In view, however, of the report submitted by the Committee on the Finances of the International Refugee Organization and in view of the many problems connected with the use of Displaced Persons on the staff of IRO, it is suggested that further special study be made to resolve such problems as:

1. Military regulations affecting the employment of the Displaced Persons.
2. UNRRA practices in the employment of the Displaced Persons and the results thereof.
3. Types of incentives which will stimulate participation of the Displaced Persons in the work of the camps.
4. Limitations on the types of assignments which may be given to the Displaced Persons.

If after further study it is believed desirable to establish separate personnel policies relating to Displaced Persons, all references to Displaced Persons in this report should be eliminated.

A brief separate report on special problems relating to the employment of the Displaced Persons is submitted for information.

II. GENERAL

A. AUTHORITY OF DIRECTOR-GENERAL:

The Director-General is vested with full authority, in accordance with IRO Council resolutions, for the selection of personnel and the establishment of personnel standards. The Director-General may delegate his responsibility for the development and administration of recruitment, placement, classification and salary standards and other policies affecting the staff to the Director of Personnel.

(UNRRA-UN
policy)

B. DIPLOMATIC PRIVILEGES AND IMMUNITIES:

1. The IRO Council shall recommend that member governments accord the Organization the diplomatic facilities and immunities which they accord to each other. Provisions granting these facilities, privileges, exemptions and immunities will be specifically included in all basic agreements between the Organization and the participating governments.

(UNRRA-UN
policy)

2. These recommendations shall include: immunity from suit and legal process; inviolability of premises occupied by and of the archives of the Organization; exemptions from taxation, including customs duties; exemptions from or facilities in respect of foreign exchange controls, priorities for telephone and telegraph communications, government rebates and diplomatic status for couriers and pouches of the Organization; full recognition of documents issued by the Organization for the identification of its officials; accordance of the same treatment to officials of the Organization as is accorded to officials of comparable rank in their own or other governments in respect to passports and visas, and granting of appropriate priority for travel of these officials.

3. These privileges and immunities shall furnish no excuse to staff members who enjoy them for non-performance of their private obligations or failure to observe laws and police regulations. In cases involving these privileges and immunities, the staff member concerned shall immediately report to the Director-General who will decide whether or not they shall be waived.

(UNRRA-UN
policy)

III. DUTIES AND OBLIGATIONS OF THE STAFF

A. LOYALTY

In order to enjoy the confidence of all members of the International Refugee Organization the staff must be truly international in character. Staff members must not seek or receive instructions from any government or any other authority external to the Organization and shall refrain from any action which might reflect on their position as international officials responsible only to the Organization.

(UNRRA-UN
policy)

Loyalty to the Organization is in no way incompatible with a staff member's attachment to his own country, whose higher interests he is serving while serving the International Refugee Organization. Such loyalty, however, clearly involves a broad international outlook and a detachment from national prejudices and narrow national interests.

B. OATH OF OFFICE

When accepting their appointment, all members of the staff shall subscribe to the following oath or declaration:

(UNRRA-UN
policy)

"I solemnly undertake to exercise in all loyalty, discretion, and conscience the functions entrusted to me as a member of the International Refugee Organization, to discharge those functions and regulate my conduct with the interest of the IRO only in view and not to seek or accept instructions in regard to the performance of my duties from any government or other authority external to the Organization."

C. SECURITY OF INFORMATION:

Members of the staff shall exercise the utmost security in regard to all matters of official business. They shall not communicate to any person any unpublished information known to them by reason of their official post except in the course of their duty or by authorization of the Director-General.

(UNRRA-UN
policy)

D. AUTHORITY FOR PUBLIC PRONOUNCEMENTS AND PUBLICATIONS:

Members of the staff shall avoid any action, and in particular any kind of public pronouncement or activity which may adversely reflect on their position as international civil servants. They are not expected to give up their national sentiments nor their political and religious convictions; but they shall at all times bear in mind the reserve and tact incumbent upon them by reason of their international status. Accordingly, no member of the staff is authorized to issue statements to the press, to accept speaking engagements, to make radio addresses, to publish anything relating to the activities of the Organization or to any political question, or to make any public pronouncements on such matters without specific prior approval of the Director-General.

(UNRRA-UN
policy)

E. INCOMPATIBLE EMPLOYMENT:

No member of the staff shall accept, hold, or engage in any office or occupation which in the opinion of the Director-General or his authorized delegate is incompatible with the proper discharge of his duties with IRO. No full-time staff member may engage in outside employment without written permission from the head of his major organizational unit and the approval of the Director of Personnel.

(UN policy)

F. POLITICAL OFFICE:

Any member of the staff who becomes a candidate for a public office of a political character shall resign from the Organization.

(UN Policy)

G. REJECTION OF GRATUITIES:

No member of the staff shall accept any honour, decoration, favour, gift or fee from any government or from any other service external to the Organization during the period of his appointment, except for war services.

(UNRRA-UN
policy)

No staff member shall accept invitations nor under any circumstances gratuities or favours from commercial firms or individuals doing or seeking business with the Organization.

H. FINANCIAL RESPONSIBILITY OF STAFF MEMBERS:

Staff members are expected to meet their financial obligations and to conduct their personal financial affairs in accordance with acceptable standards of ethical business practice. The International Refugee Organization will not assist creditors in making collections. Neglect of financial obligations by staff members may discredit the Organization, and therefore, may constitute grounds for disciplinary action. (UNRRA-UN policy)

IV. EMPLOYMENT POLICIES

A. BASIC POLICY:

The Director General and all members of the staff of the Organization are international civil servants, and their responsibilities are not national but exclusively international. The selection of staff is based upon individual competence, character, integrity and efficiency without discrimination on grounds of sex, nationality or creed. (UNRRA-UN policy)

B. NATIONALITY OF STAFF:

1. Due regard shall be paid to the recruitment of staff upon as wide a geographic basis as possible. (The selection of personnel, however, shall not be in proportion to the population or financial contribution of a member government.) (UNRRA-UN policy)

2. Where qualified nationals of member governments or Displaced Persons are not available, the appointment of nationals of non-member governments or stateless persons may be made. All such appointments must have the prior approval of the Director-General or the Director of Personnel to whom he may delegate this responsibility.

C. SELECTION ON A COMPETITIVE BASIS:

So far as practicable, appointments to the international Refugee Organization shall be made on a competitive basis. The curricula vitae and recent employment records of those now working in the various Displaced Persons operations and the applications of new candidates shall be reviewed in the light of standards for employment established by the Director of Personnel and in the interest of selection of the most qualified staff available. Written tests may be used for certain designated types of positions such as typing and stenography where specific skills are readily and necessarily ascertained. (UNRRA-UN policy)

D. TRANSFER OF STAFF:

With due regard to competence and geographic representation the Director General may recruit personnel from the existing organizations working with the Displaced Persons.

E. NEW RECRUITMENT:

1. To the extent that new recruitment is required, the Director General shall appoint recruitment representatives, preferably nationals of the country where the recruitment is to take place, who will establish sources of recruitment, interview candidates, and make recommendations on employment. Final authority for accepting or rejecting such recommendations shall rest with the Director General or with the Director of Personnel to whom he may delegate this authority.

(UNRRA-UN
policy)

2. Responsibility for local recruitment, either of indefinite or temporary staff members, shall be delegated by the Director General through the Director of Personnel who shall assume a continuing responsibility for the establishment of personnel standards, to the chiefs of the various field operations, with the following exception: candidates above *grade level shall be approved prior to appointment by the Director General, or by the Director of Personnel to whom he may delegate this authority.

F. TYPES OF APPOINTMENT:

In view of the indefinite duration of the Organization, the following types of appointments are recommended for all members of the staff including appointments of the Displaced Persons:

(UNRRA-UN
policy)

1. Indefinite: An appointment for which no termination date is specified. The majority of the appointments will be made on an indefinite basis, subject to a probationary period (see Q). Persons employed for overseas service, however, will be expected to serve a minimum of one year in the field.

2. Temporary: An appointment for which a termination date is specified, usually 30, 60, or 90 days. Longer periods may be approved by the Director of Personnel or by his representatives in the field.

3. When Actually Employed: An appointment of an individual for intermittent employment during a period of specified duration.

4. Without Compensation: An appointment of an individual who serves the organization without salary.

5. Consultant: An appointment of an individual, with compensation on a monthly, weekly, per diem or other special basis, based on duties of a specialized nature requiring special and unusual qualifications and for such limited part-time, or irregular employment as is prearranged in each case.

*

UNRRA level is grade 12 - \$6,950 gross salary.

6. Loaned Personnel:

- (a) Reimbursable Loan - the temporary transfer of an individual from his present employer to the Organization, for which the Organization reimburses the employer.
- (b) Non-Reimbursable Loan - the temporary transfer of an individual from his present employer to the Organization, for which the Administration does not reimburse the employer.

G. INTERVIEWS:

All candidates will be interviewed prior to appointment by officials of the appropriate division and by representatives of the Director of Personnel. (UNRRA-UN policy)

H. LANGUAGES:

All candidates considered for employment with the Organization shall have a working knowledge of French or English. (In the light of UNRRA's experience it has been found desirable that staff members working directly with the Displaced Persons also have a knowledge of German and/or Yiddish.) (UNRRA-UN policy)

I. AGE:

- 1. The maximum age limit for initial employment shall be fifty. Exceptions to this policy shall be made only in the case of exceptionally well qualified persons and with the specific approval of the Director of Personnel. (UNRRA policy)
- 2. Twenty-five will be the minimum age limit for all overseas service personnel except for those locally recruited who shall be not younger than the minimum working age required by local laws. (UNRRA policy)

J. SEX:

- Men and women shall be equally eligible for employment for any post, except when physical standards established for the post require the services of a man. (UNRRA-UN policy)

K. ELIGIBILITY FOR MILITARY SERVICE:

Persons subject to military service shall not be employed unless they are exempted or deferred from military service if employed by the Organization. The regulations in the country of which the person is a national shall be observed in all such cases. (UNRRA policy)

L. EMPLOYMENT OF HUSBAND AND WIFE:

Husbands and wives will be employed for service in the Organization only under the following conditions: each is the best qualified candidate available at the time of employment; they are not employed in positions where one would supervise the other or (UNRRA policy)

be in a position to influence the promotion, assignment, or granting of special privilege to the other; they both understand that no agreement or understanding is entered into by the Organization to assign them to duty in the same area; they are not employed in the same organizational unit.

M. INVESTIGATIONS PRIOR TO EMPLOYMENT:

1. Prior to the appointment of a candidate, necessary inquiries shall be made to ascertain that the candidate has not discredited himself by activities or connections with fascism or nazism. (UNRRA-UN policy)

2. Character references and previous employment will also be checked in order to verify the qualifications of the candidate for the post.

N. PHYSICAL STANDARDS:

1. All personnel employed by or transferred to IRO will be required to pass a physical examination conducted by a qualified member of the medical profession. (UNRRA-UN policy)

2. The physical standards established by the Organization will apply to all personnel irrespective of the grade of the posts or the nature of the work.

O. EFFECTIVE DATE OF APPOINTMENT:

1. The entrance on duty date for a person employed locally is the day he reports to take up his duties with the Organization. (UNRRA-UN policy)

2. The entrance on duty date for a person employed from outside of the local area is the day he reports for duty at the local office in his home station or if no local office exists, the day he departs from his home station to post of duty.

3. Appointments shall not become effective until the date the staff member enters on duty as specified above and staff members shall not enter on duty until they have been duly authorized.

P. DETERMINATION OF HOME STATION:

At the time of appointment of each staff member, the Director of Personnel will determine his home station, which is the city or town which has been his normal place of residence and to which the staff member will be returned on termination of his appointment. This city or town will normally be in his home country. In some cases staff members regularly resident of countries other than that of their nationality may have their home station in the city or town of residence. Displaced Persons recruited for posts with the Organization shall have their home station designated as the city or town in which they are residing at the time of employment.

(UN Policy; UNRRA policy differs in that no more than one city in any country has been designated as a home station. This has normally been the capital city.)

Q. PROBATIONARY PERIOD:

1. All staff members holding indefinite appointments are required to serve a probationary period of three months from the time of entering on duty with IRO. If a staff member fails to qualify in his position, he shall be terminated with appropriate notice or assigned to another position of the same or a lower grade, if such is available and if the staff member is deemed qualified. If he is assigned to another post he shall begin a new probationary period.

(UNRRA
policy)

2. At least two weeks prior to the end of each probationary period, the Director of Personnel will notify the head of the major organizational unit of the expiration date of the probationary period. Upon receipt of this notice, the head of the major organizational unit will send a report to the Director of Personnel stating that the services of the staff member are satisfactory and recommending that he be retained and given indefinite status, or if his services have not been satisfactory, recommending that he be reassigned or terminated.

V. SALARY AND CLASSIFICATION PLAN

A. STUDY OF PLAN:

The United Nations is studying the question of salary and classification plans for international specialized agencies. It is recommended that the plan agreed upon by the United Nations and specialized agencies be considered for adoption by IRO, if its budgetary limits permit.

It is further recommended that the established salary plan provides for a system of within-grade salary increases and meritorious service salary increases. Consideration should also be given to the problem of tax equalization, to provide compensation for approved overtime work, to pay differentials for night work and to the establishment of daily and hourly rates. Certain policy recommendations made below will be subject to the provisions of the final plan adopted.

B. ENTRANCE SALARY:

Upon appointment to a post the individual shall be paid the minimum salary of the grade in which the post has been classified. Salaries above the minimum shall be paid only to those individuals who have received recently a salary for the same type of work higher than that established as the minimum of the grade. Salaries shall not be paid above the maximum for the respective grades.

(UNRRA-UN
policy)

C. ANNUAL WITHIN-GRADE SALARY INCREASES:

Staff members will be given a one step within-grade salary increase at the end of each full year of service since the last previous salary advancement, excluding advancements for meritorious service or adjustments in salary scales. Within-grade salary increases will be given at increment levels to the maximum increment of the grade. (UNRRA formerly required certification of satisfactory performance, but as this was received in every case it appeared to be a meaningless requirement and was therefore abolished.)

(UNRRA
policy)

D. INCREASES FOR MERITORIOUS SERVICE:

A staff member performing duties of an unusual character over and above normal job requirements or whose work is of a distinctively high quality and quantity may receive a meritorious salary increase of one increment within his present grade level. No more than one meritorious service salary increase may be authorized for the same staff member within a period of six months. Recommendations for meritorious increases must be submitted in writing by his supervisor and approved by the Director of Personnel.

(UNRRA
policy)

E. OVERTIME PAY:

When compensatory time off cannot be granted, and the compensation for overtime is by cash payment the rate of pay is one and one-half times the salary rate of the staff member. Only in exceptional cases where prior approval has been obtained from the Director of Personnel will overtime pay be permitted (See Section IX, F for compensatory leave.)

(UNRRA
policy)

VI. ALLOWANCES

A. TRAVEL ALLOWANCES:

1. Per diem travel allowance is the amount granted a staff member to defray extra living costs incurred while travelling away from his home station or post assignment on officially authorized travel.
2. Whenever possible, IRO will arrange for the traveller to be provided with actual food and lodging. Where these are provided, no cash allowance for food and lodging will be paid. When the Organization is unable to provide food or lodging, or both, a cash allowance will be given sufficient to cover a reasonable standard of living for employees in travel status. This amount will vary by area.
3. The per diem travel allowance during international travel by ship will be \$2.00 without itemization of expenses.
4. The per diem travel allowance during international airline travel will be on the basis of actual itemized expenses, not to exceed \$7.00.

(UNRRA
policy; UN
does not
provide
food and
lodging
but gives
uniform per
diem. The
UN amounts
given vary
from those
of UNRRA).

5. All payments to travellers will be made at standard rates of conversion in the currency of the country in which payment is made.

B. HOSPITALITY ALLOWANCES:

1. Funds will be allotted to Divisions or major organization units for hospitality expenses. Use of these funds will be restricted to use by senior staff members who are authorized to entertain, and the expenses incurred must be in the interests of IRO. Except for the most important negotiations, hospitality expenses may not be incurred for the entertainment of salesmen or representatives of vendors, lessors or contractors.

(UN policy;
prior author-
ization must
be obtained
for hospital-
ity expendi-
tures in UNRRA)

2. Expenses incurred for entertainment of staff members are also not allowable. If a staff member acts as host in the entertainment of non-staff members he will be allowed a stipulated amount of the expenses incurred for his own meals.

3. Maximum expenses allowed will be determined for each country in which hospitality is to be extended and will be based on the local cost of living in each country.

C. LIVING ALLOWANCES:

1. Whenever possible, IRO will provide actual food and lodging for its field staff members. When the Organizations is unable to provide food or lodging, or both, it will make a cash allowance payable in local currency and sufficient to cover a reasonable standard of living for its staff members. The chief of mission will establish living allowances on a uniform basis for all personnel in the specific country. These allowances are not influenced by dependency status, grade or salary.

(UNRRA policy)

2. Personnel on leave with pay, except personnel on leave at home station will continue to draw living allowances. Where living allowances are provided in kind, but are not utilized while on leave, a cash equivalent in local currency will be paid.

3. Living allowances are intended to cover the increased cost of living of staff members serving outside the country of their home station. Therefore, such allowances are not intended to cover all costs of living nor to serve as a source of supplementary income. Locally recruited personnel including the Displaced Persons on the IRO staff will not be entitled to living allowances since they will not serve outside the country of their home station.

4. Living allowances will vary according to the cost of living and to the accommodations which IRO is able to furnish. They will also vary periodically according to the fluctuations of the currency value.

D. FAMILY REMOVAL ALLOWANCES:

1. Subject to the provisions of the military authorities controlling any given area, IRO staff members serving outside the area of their home stations who have satisfactorily completed their probationary period may request transfer of their families and household effects to their posts of assignment.

(Modified UN policy; UNRRA does not provide removal allowances)

2. Approval for such transfer must be granted by the chief of the mission in which the staff member serves.

3. If approval is granted, the Organization will pay for the transfer of families and household effects, subject to specific limitations to be established.

4. Such allowances will also be paid on transfer for permanent duty from one official station to another and on leaving the service of IRO, in conformance with the provisions on terminations. (See XI).

VII. TRAINING

1. The Director General shall provide facilities to train members of the staff in subjects relating to their duties. A programme of in-service training shall include the development of skills and provision for systematic orientation to the post and to the new organization. All personnel shall be oriented to IRO objectives, organization and operation.

(UNRRA-UN policy)

2. Appropriate training activities shall be organized in order to maintain a high state of efficiency and morale in the staff and in order to assist organizational units in meeting their internal problems.

VIII. PROMOTIONS

A. DEFINITION:

A promotion is the advancement of a staff member from one post to a post of a higher grade, and may result from assignment to a post of higher grade or from reclassification upward of the post to which the staff member is assigned.

B. FILLING VACANCIES BY PROMOTION:

With due regard to the maintenance of the staff on as wide a geographic basis as possible and without prejudice to the inflow of fresh talent at the various levels,

(UNRRA-UN policy)

vacancies shall be filled by promotion of persons already in the service of IRO in preference to appointments from outside.

C. PROBATIONARY PERIOD:

All staff members who receive a promotion shall be required to serve a probationary period of three months. If the staff member fails to perform the duties of the new post satisfactorily he shall be returned to his original post or grade, (is such is available.)

(Not currently UNRRA policy but recommended for IRO)

D. SALARY AFTER PROMOTION:

1. A staff member promoted to a higher grade post will receive the minimum salary of the grade except that a staff member serving at the highest increment of his present grade who, upon promotion, would receive less than one increment increase will be promoted to the increment of the new grade which represents at least a one increment increase.

(UNRRA policy)

2 Staff members shall be required to complete their probationary period before they are eligible for promotion or reclassification.

(UNRRA policy)

IX. ATTENDANCE AND LEAVE

A. WORK WEEK:

The Director General shall establish a normal working week.

B. OFFICIAL HOLIDAYS:

The Director General shall determine what holidays will be observed by the Headquarters staff; the chief of mission shall determine what holidays will be observed by staff in his area of operation, and shall be guided in this decision by the official holidays observed in the specific area.

C. ANNUAL LEAVE:

1. Annual leave shall accrue to all indefinite and temporary staff members at the cumulative rate of two and one-half days for each calendar month or fraction thereof.

(UN policy UNRRA gives 2-1/6 days)

2 Unused annual leave shall be accumulated to the credit of a staff member up to a maximum of 100 working days.

(UN policy UNRRA has no limitation on accumulation of leave)

3. An advance of annual leave may be provided in exceptional or emergency cases but shall not exceed a maximum of 5 working days, provided that the total amount of advanced annual leave, including previous outstanding advances, shall not exceed 5 days. Advance leave shall be approved in advance by the head of the staff member's major organizational unit.

(UNRRA policy;
UN allows ten
days advance
leave)

4. Annual leave may be taken in units of 4 hour periods. Authorized absences of less than 4 hours will be made up by equivalent amounts of overtime work.

5. On leaving the service of IRO staff members shall receive lump sum payment for the amount of accrued annual leave remaining to their credit. A staff member is required to make restitution for leave advanced to him beyond that subsequently accrued.

D. HOME LEAVE:

1. A staff member whose station of duty is located in a different country from his home station shall be entitled to home leave every two years. In addition to his accrued annual leave, the staff member whose journey has been approved shall receive transportation paid by the IRO to and from his home station without charge to annual leave for the time while in actual transit and shall receive travel allowances for the period in transit.

(UNRRA-UN
policy
adjusted)

2. Staff members of UNRRA or of other international organizations in Displaced Persons operations who have transferred to IRO shall be given credit toward home leave for time served in the field prior to such transfer.

E. SICK LEAVE:*

1. Sick leave is leave of absence with pay to which the staff member is entitled when incapacitated from performance of duties by sickness, injury, pregnancy or confinement, or when undergoing medical, dental or optical examinations or treatment, or because of exposure to contagious disease.

(UNRRA policy)

2. Indefinite and temporary staff members shall be entitled to one and one-half days sick leave for each completed calendar month of service during their first three months of service.

* It is recommended that these provisions, although more generous than those of United Nations, should prevail since most of the posts in the field are in devastated areas where illness of staff members is more likely to occur because of their living conditions.

- Temporary staff members continue to earn sick leave at this rate.

3. After completion of three months' service, indefinite staff members shall be entitled to maximum of six weeks sick leave during the first twelve months service which shall include any such leave taken during the first three months, and thereafter up to a maximum of three months in any period of twelve months. Where sick leave is not continuous, six weeks and three months are taken as 30 and 65 working days respectively (based on a 5 day work week).

(UNRRA
policy)

4. Staff members absent for more than three consecutive working days shall, except where conditions prevent, render to their supervisor upon return to duty a certificate from a duly qualified medical or dental practitioner stating the nature of the illness.

(UNRRA-UN
policy)

5. A staff member will, if necessary, and if approved by the Director of Personnel, be given advance sick leave, the amount of which would not ordinarily exceed 30 working days.

(UN policy)

6. Sick leave may be taken in units of one hour.

F. COMPENSATORY LEAVE:

Compensatory leave is leave which has been accumulated for emergency work. Emergency work, to accrue toward compensatory leave, must be work in excess of that regularly required and must be authorized in advance by the head of the major organizational unit in which the staff member serves. Such leave is not granted for periods of work of less than one hour. Compensatory leave shall be accrued and charged as annual leave.

G. LEAVE WITHOUT PAY:

(UNRRA policy)

Leave without pay must be approved by the Director of Personnel and is limited to a period of three months, subject to extension in unusual and emergency situations. Leave without pay will not be effective until all accrued annual leave has been exhausted. Annual and sick leave will not accrue during periods of leave without pay.

H. SPECIAL LEAVE:

Special leave, not to exceed five days in one calendar year may be granted with pay in certain emergencies, such as jury duty. Special leave, not to exceed three days, may also be granted to a staff member in order to make personal preparations for departure for an overseas assignment.

(UNRRA
policy)

X. PROVIDENT FUND

A. DEDUCTIONS AND CONTRIBUTIONS:

A provident fund shall be established with the following provisions: Indefinite and temporary employees shall contribute to the fund each pay period 5 percent of their salary (excluding travel, living quarters and other allowances) and the Organization shall contribute an amount equal to $7\frac{1}{2}$ percent of the staff member's salary.

(UNRRA policy;
UN deductions
and contribu-
tions are 6
percent each)

B. PAYMENT TO STAFF MEMBERS:

A staff member who leaves the Organization before serving a minimum of six months, unless terminated by reduction in force, will be refunded only the total deductions made from his salary. All other employees, except those discharged for misconduct, shall be paid the entire $12\frac{1}{2}$ percent upon termination of their employment. If discharged for misconduct, the staff member will be refunded only the total of deductions made from his salary. If the staff member dies while in the service of IRO the amount due him from the fund shall be paid to his designated beneficiary.

C. EXEMPTIONS:

The following categories of staff members are exempt from the provisions of the provident fund: loaned staff members, when-actually-employed staff members, consultants, and staff members with whom the Organization has made special arrangements concerning pension rights.

D. CONTRIBUTIONS DURING NON-PAY STATUS

The Organization will not make contributions during any period for which the staff member is placed on leave without pay, is separated from service, or during any other period for which full salary is not paid the staff member.

(UNRRA-UN
policy)

E. APPLICATION OF FUNDS TO UNSETTLED CLAIMS:

The total deductions and contributions will first be applied to settling any claims which the Organization may have against the staff member.

(UNRRA-UN
policy)

F. EARNED INTEREST

Any interest earned from the fund will be the property of the Organization.

(UNRRA-UN
policy)

XI. TERMINATIONS

A. RESIGNATIONS:

Staff members with indefinite appointments who have passed their initial probationary period shall give thirty days' advance notice if possible. All other staff members shall give at least one week's advance notice.

(UNRRA
policy)

B. DISMISSALS:

1. Unsatisfactory Service.

A staff member may be terminated as unsatisfactory upon thirty days' notice if he has not performed or cannot perform the functions of the post to which he is assigned, or if he fails to establish satisfactory working relationships with other staff members or with nationals of other nations with whom he is working.

(UNRRA
policy)

2. Misconduct.

A staff member shall be discharged without notice and returned to his home station for serious misconduct involving but not limited to such actions as dishonesty, violation of the military or the civil laws of the country where stationed, lack of neutrality, intoxication, violation of official confidence, speculation or improper dealing in foreign exchange, use of official position for personal pecuniary gain, abuse of authority, misfeasance or malfeasance of office or trust, and conduct of such character as to bring the reputation of IRO into disrepute. A notification in writing of the charges against the staff member will be signed by the Director of Personnel or by his delegate in the field.

(UNRRA
policy)

3. Health

If a staff member is considered physically unfit for continuation in a field mission, he shall be reassigned to a post for which he qualifies and which he may satisfactorily perform within his physical limitations. If no such post is available, his appointment may be terminated upon thirty days' notice.

(UNRRA
policy)

C. SUSPENSION:

A staff member shall be suspended for misconduct or pending the investigation of charges of misconduct. During this period he shall not receive salary payments or accrue leave privileges but shall be entitled to a living allowance if he is away from his own home station. If the charges against the employee are not sustained he shall be reimbursed for loss of salary during the period of suspension, credited with leave which has accrued and shall have his rights restored. If the charges against the staff member are sustained he will be dismissed for misconduct.

(UNRRA-UN
policy)

D. REDUCTION IN FORCE:

When the necessities of the service require the abolition of the post or a reduction of the staff and if transfer to another post is not available, a staff member may be notified that his employment will be terminated. Staff members with indefinite appointments shall be given thirty days' notice and in addition two and one-half days terminal pay for each month of service with IRO up to but not to exceed three months salary. Temporary staff members shall be given one week's notice and in addition two and one-half days terminal pay for each month of service with IRO up to but not to exceed one month's salary.

(UNRRA policy with terminal provisions amended for IRO)

E. TERMINATION FOR AGE:

The normal termination age for members of the staff will be sixty years. In exceptional circumstances the Director General may extend this age limit to sixty-five years if it would be in the interest of the IRO to do so.

(UN policy)

F. TERMINATION BY DEATH:

Upon the receipt of the notification of the death of a staff member serving away from his home station the Director of Personnel or his delegate in the field shall immediately notify the next of kin, make arrangements for an appropriate funeral, for the burial place and for adequate marking of the grave. All expenses shall be charged against the funds of the Organization and all personal effects of the deceased returned to the next of kin who shall also be notified of how claim may be filed.

(UNRRA policy)

G. TRAVEL EXPENSES AND SALARY ENROUTE TO HOME STATION:

1. Employees returning to their home stations will have their travel expenses and salary enroute paid by the Organization until arrival and separation at their home station, except as provided below.

(UNRRA policy)

2. If a staff member elects to return to a point other than his home station, the amounts paid shall cover the period of actual travel to the point elected by the least expensive suitable transportation available, but shall not exceed the amounts that would be paid for travel to the home station.

3. An employee who resigns shall be entitled to transportation costs and salary payment until arrival and separation at his home station, provided he has given thirty days' written notice of resignation.

4. The Organization shall not assume costs of transportation and travel allowance where a staff member resigns prior to his agreed term of service and who appears to have accepted the terms of an appointment in bad faith or where a staff member without legitimate reason fails to give thirty days' notice. All such

determinations by chiefs of mission shall be thoroughly documented and shall be subject to review by the appropriate finance office.

5. A staff member discharged for misconduct shall receive his transportation and travel expenses enroute, but shall not be paid salary enroute.

6. The method of transportation shall be approved by the chief of mission and shall be the least expensive suitable transportation available, considering the factors of salary, per diem enroute, and the necessity for speed in emergency cases.

H. APPEALS ON TERMINATIONS:

A staff member with indefinite status whose appointment is to be terminated may submit within three days after receiving written notice of termination, an appeal in writing to the Director of Personnel or to his delegate in the field. Each staff member will be accorded an interview. An inquiry will be held by three persons at least two of whom will be from a different major organizational unit than the one in which the staff member has been working. The evidence will be recorded and signed by the staff member and the inquiry will report its findings in writing to the Director of Personnel. The Director of Personnel will decide the case and will notify the staff member. The terms of the notification of termination of appointment will stand and will be effective as of the date thereof, unless overruled or revised. (UNRRA policy)

I. TERMINATION PHYSICAL EXAMINATION:

Staff members returning from field service assignments for separation will be given exit physical examinations prior to the completion of their separation from the Organization. Such examinations will be given by a public health doctor and the report submitted to the IRO office which is maintaining the staff member's financial record. This examination will be given to determine any injuries, disabilities or ailments incurred during service with IRO so that appropriate action may be taken prior to separation to determine the staff member's rights, if any, under the Employees Compensation Plan. A staff member who declines to undergo any exit physical examination requested by the Organization shall be required to sign a waiver of liability on the part of the Organization before separation and final payment of salary is made. (UNRRA policy)

J. SERVICE CERTIFICATE:

Prior to the termination of a staff member, the supervisor will submit to the Director of Personnel a written statement of the nature and quality of the individual's work and his official conduct. This information will become a part of the individual's personnel file. Upon a written request from the individual leaving the staff, a certificate will be prepared (UN policy)

regarding the nature of his duties and his length of service. Additional information concerning the quality of his work and his official conduct will be included if the individual requests it.

XII. PROVISIONS FOR THE PROTECTION OF STAFF MEMBERS

A. ADJUSTMENT OF GRIEVANCES:

Informal discussions between the staff member and the head of the organizational unit will serve as the most effective means of preventing or adjusting grievances. If no mutually satisfactory settlement is reached, the staff member shall have the right to appeal through administrative machinery established by the Director General. This machinery shall provide for staff participation. (Appeals pertaining to termination actions are discussed under XI,H)

(UNRRA-UN
policy)

B. RIGHT TO ORGANIZE:

Staff members of the Organization shall have the right to join unions or other staff organizations or associations. Staff members whose home stations are in a country other than that of their post of duty have the right to organize themselves into associations with memberships limited to staff members of the Organization, but such associations shall not affiliate with or participate in the activities of any other group or association of staff members of the country in which they are serving.

(UNRRA
policy)

C. STAFF MEMBERS' COMPENSATION PLAN:

A Staff Members' Compensation Plan shall be developed to provide compensation to the staff members or to their dependents in case of disability, illness or death because of occupational injury or illness, and to provide certain medical services for illness or injury arising out of employment with IRO.

(UNRRA policy)

Appendix I

RECOMMENDATIONS ON THE EMPLOYMENT OF DISPLACED PERSONS

The Report of the Committee on Finances of the IRO has recommended a reduction in the number of imported personnel now being used in the Displaced programmes on the assumption that "many of the functions now being performed by regular UNRRA staff" may "be performed by Displaced Persons themselves." The curtailment of staff now being undertaken by UNRRA is also premised on this belief. It is important, therefore, that consideration be given to the basis on which the Displaced Persons will be employed, i.e., the salaries, staff privileges, status and obligations of such staff members.

UNRRA employs the Displaced Persons on the following different bases:

1. Class I status: A very small number of the Displaced Persons in the early days of the programme, were given so-called Class I status, i.e., the same appointment status as that of UNRRA imported personnel.
2. Class II status: Others were appointed as Class II personnel. These are paid in local currency on a special salary scale. As far as practicable, but subject to the discretion of the chief of mission, the same personnel policies, other than pay and salary scale, apply to Class II staff members as to Class I.
3. Payment by the Burgomaster: A third group are employed either on UNRRA projects approved by the military, or on military projects, and are paid by the local Burgomaster in reichsmarks at the established rate of wages for the area. A military ruling in Germany limits the number of Displaced Persons who may be paid through this source to $7\frac{1}{2}$ per cent of the population of the camp, unless more than 50 percent of the population of the camp are women and children, in which case 10 per cent may be paid by the Burgomaster.
4. Unofficial methods of payment: Certain camps have rewarded regular and occasional employment by payment in a special script redeemable in candy or cigarettes and issued on the authority of the Camp Director. In other instances such Displaced Persons receive direct payment in additional clothing or cigarettes. These rewards have provided some stimulus for their continued employment of the group.

Certain regulations outside the control of UNRRA effect the employment of the Displaced Persons. One example of such a regulation is indicated under paragraph 3 above. Another such limitation in employment is the prohibition against movement of a Displaced Person of one nationality to a camp of another nationality.

Even more important to this problem are the factors limiting the pay incentives which may be given the Displaced Persons. The IRO budget is based on the assumption of payment of Displaced Persons in reichsmarks not chargeable to IRO. In areas controlled by the military, that authority will control any pay scales established in the area and will prevent any conversion of local currency into other monies. These provisions leave few incentives for Displaced Person participation as working members of the IRO teams.

UNRRA's practices in the employment of Displaced Persons, although intended to assist the psychological and economic rehabilitation of the Displaced Persons, cannot be said, for the most part, to have achieved this end. It is recommended, therefore, that consideration be given this issue particularly in view of the fact that much greater reliance will be placed in the future on the work contributions of the Displaced Persons. It is suggested (a) that uniform practices in employment pertain to all Displaced Persons; (b) that they be employed on the basis of classified posts; (c) that the pay provisions be varied with the degree of responsibility of the post rather than on the hours of work; (d) that IRO leave provisions apply also to this group and that some form of compensation be given to the Displaced Persons on their repatriation or resettlement for accumulated annual leave so that an incentive is provided for regular work attendance; (e) and that, finally, some economic incentive be developed, as for example, the payment of provident fund as well as accumulated annual leave at the termination of the Displaced Persons services in the currency of the country to which he is being repatriated or resettled.

It is believed that such provisions will result in a more competent and interested Displaced Person staff, a significant factor since IRO is to rely so heavily on their services. It is further believed that such provisions will assist in the psychological rehabilitation of the Displaced Persons, a factor of importance to all nations who will receive them as returnees or as new settlers, and that such provision will also assist in a limited but not insignificant extent in the economic rehabilitation of the Displaced Persons, thus lessening the time during which the Displaced Persons will be wards of IRO.

CHAPTER II - SUPPLIES

A. Responsibility for Furnishing Supplies

I. In Germany

By the terms of Resolution 71 of the UNRRA Council, UNRRA funds may not be used for the provision of basic supplies for displaced persons in Germany. As a result of this resolution, UNRRA negotiated agreements with the military occupying forces of the British, United States and French zones in Germany, (UNRRA assistance was not requested in the Russian zone), under the terms of which the respective occupying forces accepted responsibility for provision of basic supplies. Basic supplies were defined in the agreements (with minor variations) to mean food, clothing, medical supplies, and camp equipment and supplies, leaving UNRRA to furnish recreational, vocational, educational and amenity supplies (which are usually referred to collectively as "amenity supplies").

The agreements further provided that food, clothing and other essential items, which were the responsibility of the occupying forces, should be provided on a basis of standards jointly agreed upon by UNRRA and the Military. Thus requirements of the various items of supply are computed by the UNRRA staff on the basis of the population of each assembly Center against a standard previously agreed upon.

Supplies furnished by the military occupying forces come from the following sources: (1) By requisition from the civil authorities in Germany; (2) from military stockpiles; and (3) by import through military supply lines.

Supplies furnished by UNRRA come from the following sources: (1) by direct procurement from commercial sources; (2) by procurement from military sources on a reimbursable basis; and (3) from contributions by voluntary agencies and the public in UNRRA contributing countries.

Types of Supplies

(1) Food

With the exception of special foods for babies and young children, most of the basic food supplies are furnished by the Military either from its own stockpiles, or by requisition upon German civilian authorities. Assembly Center directors found by experience, however, that unless they took the initiative in locating sources of supply of fresh vegetables and other indigenous products and followed through with military authorities and civilian authorities, they would not secure the items required to maintain a balanced diet.

(2) Clothing

Although clothing is considered an item of basic supplies and as such is the responsibility of the Military, the major clothing needs of the displaced persons have in fact been provided from stocks of clothing contributed to UNRRA. These contributions came to UNRRA as a result of campaigns for contributions in the United States, Canada, Australia, and New Zealand. The special clothing needs of children which were not satisfied from contributed sources, or by requisition from the Military, were handled as a part of the UNRRA amenity supply program.

(3) Camp Supplies

Camp supplies, which include such items as buildings, tents, beds, bedding, cooking and washing equipment, eating utensils, etc., are an item of basic supply, and as such the responsibility of the Military. These have been supplied to UNRRA by requisition from the military occupying forces, who provide them either from their own stockpiles or from German civilian stocks. In general, the provision of such items has been inadequate, resulting in the displaced persons using odds and ends of dishes, pots and pans for serving food, requiring the use of makeshift beds, chairs and other furniture, and making extremely difficult the maintenance of adequate washing and bathing facilities. As in the provision of food, the adequacy of camp supplies varies considerably from one assembly center to another, depending upon the availability of local stocks, and upon the attitude of the local military and the initiative of the supply officer.

(4) Medical and Sanitation Supplies

Medical and sanitation supplies are also considered a basic supply item, and as such are the responsibility of the Military. With the exception of a few items, UNRRA was able to requisition adequate supplies either from the Military or through the Military from German sources. Certain drugs and certain items of equipment were provided by UNRRA as a part of its amenity supply program. These were procured through commercial sources and delivered in Germany through military supply lines.

(5) Recreational, Educational & Vocational Training Supplies

As this group of items was not considered basic supplies, responsibility for providing them rested with UNRRA. The largest volume of this type of supplies was secured by requisition through the Military upon German civilian sources. The second largest source of supplies was the contributions of Voluntary Agencies operating programs of this nature among the displaced persons by agreement with UNRRA. The third source was direct procurement by UNRRA as a part of its amenity supply program.

(6) Other Supplies

Other supplies under UNRRA's amenity supply program included such items as cigarettes, matches, razor blades, candy, and other "comfort" articles which were generally distributed through Assembly Center canteens. In addition to their morale value, such supplies were used as a work incentive. They were procured either from military surplus stocks, or by direct procurement in the United States and the United Kingdom.

II. In Areas Other than Germany

The supply responsibilities in other areas than Germany where UNRRA has carried on displaced persons operations have varied considerably. In the Middle East and in China, UNRRA has assumed complete responsibility for supplies. In Italy some supplies have been furnished by UNRRA, but the bulk have been furnished by the military authorities against reimbursement by UNRRA. In Austria basic supplies for displaced persons are furnished for the most part by the Austrian Government out of indigenous resources and UNRRA

imports, though the provision of supplies for camp maintenance has so far remained a military responsibility, while UNRRA is responsible for amenity supplies. Where UNRRA provides supplies for DP's in countries which receive UNRRA relief supplies, the DP supplies become a part of the regular UNRRA pipeline of supplies to that country. In all of UNRRA's operations where it was directly responsible for the care of displaced persons, it benefited greatly by the presence of military stockpiles as a source of supply. These military stocks, plus indigenous production, reduced import requirements for supplies for displaced persons. Standards of care and requirements for supplies in areas where UNRRA accepted full responsibility were established by UNRRA.

Types of Supplies

The types of supplies provided by UNRRA in areas other than Germany were in general the same as those provided in Germany. Except for clothing and other supplies contributed to UNRRA, which followed much the same pattern as in Germany, UNRRA procured all of these supplies from military stockpiles, from indigenous sources, or imported them.

B. Distribution of Supplies

I. In Germany

Responsibility for distribution of supplies in Germany was accepted by the military occupying forces under the terms of the UNRRA Military Agreements. Supplies provided by UNRRA from sources outside of Germany were generally delivered into military supply lines. Responsibility for distribution rested with the Military from that point on. Military responsibility for distribution ended however with their delivery of supplies to district warehouses, from which point UNRRA trucks from the respective Assembly Centers in the area picked up their own supplies.

The delivery of supplies requisitioned from German authorities were usually a joint UNRRA-Military responsibility, with military transport being made available only when UNRRA transport was not available to do the job.

While the distribution machinery at the present time is fairly satisfactory, the perfection of this machinery has required the better part of a year. Part of the early difficulties were due to limitations of transport, part to the size of the operation and part to the frequency with which assembly centers or camps for displaced persons were either shifted from one location to another or were consolidated. With the general improvement in internal transport in Germany, and with the provision of transportation equipment by UNRRA, the situation at the present time is fairly satisfactory.

II. In Areas Other than Germany

In most of the areas in which UNRRA operated, serious transportation difficulties had to be overcome. In almost every instance, however, UNRRA had the assistance of military transportation facilities up to the point where it was able to provide its own equipment.

RECOMMENDATIONS

The IRO will be faced with the same type of difficulties as UNRRA has been in its supply operation. If its responsibilities are increased, it is probable that its difficulties will be increased proportionately. The principal difference in the responsibility between the IRO and UNRRA will apparently be the assumption of responsibility for all supplies by IRO whereas in Germany, responsibility for basic supplies is being borne by the Military during UNRRA's period of operation. Keeping in mind this difference, the following recommendations are made, based upon UNRRA's experience:

The Responsibility for Procurement and Distribution of Supplies

1. It is recommended that to the greatest possible extent IRO negotiate agreements with the Military for the procurement by the Military of its supply requirements on a reimbursable basis. Such agreements should specify that to the greatest extent possible the military authorities will furnish indigenous supplies without charge to IRO. They should also specify that the military authorities will make available to the IRO without cost accommodation for the displaced persons, and such non-consumable items of equipment (such as furniture and bedding) which are presently available in assembly centers or obtainable from indigenous sources in Germany. This recommendation is premised on the Military having an adequate organization to function effectively. Where the Military is reducing its establishment it would be better for the IRO to establish its own supply lines.

2. It is recommended that the IRO negotiate agreements with the military occupying authorities in Germany, providing that the Military shall assume all responsibility for movement and distribution of supplies within Germany, at least to the point of delivery to suitably located district warehouses.

While it may be necessary for IRO to establish its own procurement machinery for areas other than Germany, the organization of a supply division adequate to procure the volume and the variety of supplies needed for the care of displaced persons in Germany will be a costly and time-consuming operation, the machinery for which can not possibly be established by the time IRO takes over responsibility from UNRRA.

As to supply lines, it would be extremely difficult for the IRO to secure the necessary equipment and staff to organize its own supply lines within Germany, and even though accomplished, it would amount to an unnecessary and costly duplication of the military facilities.

3. It is recommended that a sufficient number of centrally located warehouses readily accessible to camp-sites be maintained with stockpiles of all types of necessary supplies in order that a breakdown of the supply pipeline will not adversely effect the DP's.

Responsibility for establishing requirements

1. It is recommended that regardless of the sources of supply, IRO be independently responsible for the programming of the requirements for care of displaced persons and refugees. It is not possible satisfactorily to separate the responsibility for determining the kind and amount of supplies and equipment

necessary to administer this program from the administration of the program itself. In this respect, IRO will be in a more fortunate position than UNRRA, as it will be able both to establish standards of care and to set up requirements of supplies and equipment necessary to realize these standards.

2. It is recommended that the IRO include as one of its administrative staff for each Assembly Center a competent supply officer. It is noted that the recommendation of the Finance Committee for IRO did not include a supply officer among the team of five administrative staff recommended for each Assembly Center. UNRRA's experience would indicate that it would be preferable to select a Deputy Director rather than a supply officer from among the displaced persons.

Preliminary Survey of UNRRA Equipment, Warehouses, etc.

It is recommended that IRO undertake a survey at the earliest possible moment of UNRRA's transportation equipment, machinery, camp supplies and warehouses in order that it may determine its requirements sufficiently in advance of the takeover. It is also recommended that UNRRA turn over to the IRO without charge any equipment and supplies belonging to UNRRA and available for the displaced persons program at the date of transfer of responsibility from UNRRA to IRO.

CHAPTER III - RELATIONSHIPS WITH GOVERNMENTS,
MILITARY AUTHORITIES, AND VOLUNTARY AGENCIES

A. Governments and Military Authorities in Control of Areas Where Operations are Undertaken.

1. Position of UNRRA.

It is a fundamental principle of UNRRA's activities that UNRRA cannot operate in any area without the consent of the Government or recognized national authority or other authority exercising administrative control in the area concerned (Resolution 1 of the UNRRA Council). This principle is exemplified in the UNRRA operation in three ways:-

(a) In the territory of Member Governments UNRRA's activities in caring for DP's, usually in camps, has been undertaken by agreement with the Governments of the areas in question. Such agreement has usually been obtained in quite general terms and has not involved extensive written agreements setting out in detail how the operations will be performed (such as have been concluded for the DP operations in Germany.) Examples of this are the DP camps in Egypt, Palestine, and formerly in Greece. These are examples in which UNRRA has itself administered the camps for DP's with the consent of the Government. More recently in Greece the Government has assumed the responsibility for administering the camps with the assistance of UNRRA.

(b) In Germany, which is ex-enemy territory, the authorities exercising administrative control are the military authorities. UNRRA's DP operations in Germany have therefore been undertaken at the request of and by agreement with the military authorities. UNRRA operations in Germany were originally undertaken on the basis of an Agreement concluded between the Director General of UNRRA and the Supreme Commander, Allied Expeditionary Force, on November 25th, 1944. After the dissolution of SHAEF in the summer of 1945, separate agreements were concluded between UNRRA and the military commanders of the American, British and French Zones of Germany. (UNRRA has never been asked to operate in the Soviet-occupied Zone of Germany.)

These agreements set out in considerable detail the respective responsibilities of UNRRA and the armies in the handling of displaced persons in Germany. Broadly speaking, it may be said that UNRRA assumes responsibility for the administration of the assembly centers where the DP's are housed, for coordinating the activities of voluntary agencies assisting in the DP program, and for the work of tracing and keeping records. The military authorities are responsible for the maintenance of law and order, the repatriation of DP's and the provision of "basic supplies". UNRRA undertakes to provide certain supplementary or "amenity" supplies. In addition, the military undertake to provide many facilities for UNRRA personnel, including accommodation, certain forms of transport, communication, facilities, certain equipment, use of military clubs, canteens, etc. The military also undertake to provide UNRRA with the local currency required for its operations in Germany.

The zonal agreements also gave UNRRA the responsibility of coordinating the activities of the voluntary agencies conducting projects of work in the displaced persons' camps. Agencies desiring to conduct such projects are required to submit to UNRRA detailed proposals for the work to be undertaken. The proposals must set forth the purpose and experience of the agency and an outline of the proposed project in detail covering such points as types of service

to be rendered, approximate amount and kind of supplies to be brought in, method of distribution of these supplies, and number of personnel required to carry on the program. UNRRA has the responsibility of recommending to the Military which of these proposals for work shall be accepted, what numbers of personnel shall be permitted, and in addition approves by name the personnel to be issued entrance permits. Voluntary agency personnel receive, through association with UNRRA, all the privileges of UNRRA personnel within the country and maintenance is provided free insofar as the expenditures do not entail the use of other than local currency.

(c) UNRRA has undertaken certain DP operations in territory which was formerly enemy territory but has been during the last two years in a transitional stage, i.e., not subject to strict military control in the same sense as Germany but not yet promoted to full Allied status. Examples of this are Italy and Austria. When UNRRA started DP work in Italy early in 1945, the southern part of Italy (where the camps in question were located) had been turned back to the administrative control of the Italian Government; the Combined Anglo-American military authorities, however, still reserved to themselves authority for dealing with DP's in the area. UNRRA's DP operations, therefore, were undertaken by agreement with the military authorities in the first place, but the agreement of the Italian Government was also obtained. More recently, that is to say early in 1946, UNRRA undertook DP operations in northern Italy in territories which were returned to the administrative control of the Italian Government as from the beginning of this year. Once again these operations were undertaken primarily by agreement with the military authorities but the agreement of the Italian Government was also obtained.

The respective responsibilities of UNRRA and the military authorities in the DP operation in Italy are set out in an agreement with the Supreme Allied Commander, Mediterranean Theater, of July 15th, 1946. This differs considerably from the agreements relating to Germany, because UNRRA assumes responsibility for the provision of supplies and because the military do not afford to UNRRA in Italy anything like the same facilities which they furnish in Germany, where, of course, the military establishments are much more extensive.

The agreement of the Italian Government to UNRRA's DP operations in Italy is expressed in the Relief Agreement with the Government signed in Rome on 19 January 1946.

In Austria the position is somewhat more complicated. UNRRA's DP operations in Austria began in the summer of 1945, at which time Austria was still entirely subject to military control. All arrangements were made, therefore, by agreement with the military authorities. In August, 1945, the UNRRA Council passed a resolution providing that UNRRA should furnish assistance to Austria "as a liberated area." However, while UNRRA was thereby authorized to treat Austria as a liberated area and has in fact done so in the provision of relief supplies, the four occupying powers continued to treat it as a country subject to military occupation and control. UNRRA's DP operations in Austria have therefore continued to be performed by agreement with the military authorities. This agreement was obtained in the first place in certain interim arrangements worked out in the summer of 1945 with the American, British and French military authorities. (UNRRA does not carry on a DP program in the Soviet-occupied Zone of Austria.) Definitive agreements to replace those interim arrangements were still subject to negotiation in Austria at the time of compiling this report.

The consent of the Austrian Government to UNRRA's DP operations in Austria was obtained in the Relief Agreement with the Government of Austria of 5 April 1946, which provided inter alia that the Austrian Government would deliver to UNRRA or the military authorities out of the supplies furnished to the Government by UNRRA sufficient quantities of supplies to maintain the displaced persons on a standard equal to that provided for the Austrian population.

Voluntary agency personnel working in Italy in the displaced persons operation are personnel loaned to UNRRA by the agencies on individual or team basis under a general agreement regulating the conditions of service of voluntary agency personnel working with UNRRA, which agreement provides that UNRRA will pay transportation to and from the country, maintenance within the country, and provide health services in the same manner as for its own personnel, in consideration of the fact that they are actually doing UNRRA work.

In Austria the situation is still different with respect to voluntary agency operations. No agreements have been made for the assumption by UNRRA of responsibility for the coordination of voluntary agency programs in Austria. No agreements between UNRRA and the voluntary agencies have, therefore, been concluded.

2. Position of IRO

It would appear probable that the position of the IRO would need to be substantially similar to that of UNRRA. In other words, it appears that it will be necessary for the IRO to obtain the consent of the Government or administrative authority in control of any area before it can undertake operations therein for the benefit of displaced persons. It is not recommended that any attempt should be made to depart from this broad general principle.

(a) As regards operations in the territory of Member Governments it is not recommended that any attempt should be made to depart from the practice which has been followed by UNRRA in obtaining the consent of Member Governments for operations in their territory.

(b) As regards operations in Germany it seems probable that the IRO will need to make detailed agreements with the military authorities defining what its activities will be and what facilities will be granted to the new organization by the military, in much the same way as UNRRA has done. It is understood that the IRO expects to be responsible for the provision of supplies for DP's in Germany, thus departing from the practice of UNRRA. It will be necessary to define whether this responsibility is to be only financial or will also include the procurement and distribution of supplies. If the latter, provision will be necessary for a large staff, warehousing, provision of trucks, drivers, maintenance of vehicles and procurement from local sources, etc., all on a much greater scale than the UNRRA operation. If the IRO will itself arrange the repatriation and resettlement of DP's it will be necessary to define how the military will assist in this, with particular reference to transport. The IRO will be well advised to arrange for the provision by the military of as many as possible of the facilities and services which they now provide for UNRRA. It will also be necessary to define clearly in advance the financial arrangements involved.

A further point is that the IRO would be well advised so to organize its activities, if possible, as to be less subject to military control than UNRRA has been. It seems desirable to explain this point in somewhat greater detail.

It is clear that the IRO, like UNRRA, can only operate in territories under military control with the consent of the military authorities concerned. That consent, however, should be obtained not as a favor to the IRO, but as a condition of the IRO assisting the military. In other words, the emphasis should be on the fact that the military authorities require the assistance of the IRO which the latter should be prepared to grant subject to reasonable conditions being worked out and subject to the necessary assistance being given to the IRO by the military authorities. There are several detailed ways in which this point may be illustrated:

(i) Article VII of the Agreement of November 9, 1943, by which UNRRA was founded, reads as follows:

"Notwithstanding any other provision herein contained, while hostilities or other military necessities exist in any area, the Administration and its Director General shall not undertake activities therein without the consent of the military command of that area, and unless subject to such control as the command may find necessary. The determination that such hostilities or military necessities exist in any area shall be made by its military commander."

The effect of this Article is that the military commander in any area is entitled to determine that military necessities exist therein, as the result of which he has the right to "control" UNRRA's activities in any way that he may find necessary. Such a provision may have been necessary during and immediately after the period of active hostilities. At this stage, however, it puts an international agency in an unduly subordinate position in relation to the military authorities.

(ii) The original basis of UNRRA's DP operations in Germany was the UNRRA/SHAFF Agreement of November 25, 1944. Under the terms of this agreement UNRRA personnel were assigned to assist the military authorities and were made subject to military command and control and also to military law. In the new Agreements with the British and French Armies concluded after the dissolution of SHAFF it was expressly provided that UNRRA should have command and control of its own personnel. A similar provision was not made in the Agreement for the American Zone of Germany, for reasons which it is unnecessary to describe in this report. It is considered essential for the satisfactory functioning of the IRO that it should not only establish clearly from the outset that the IRO will have command and control of its own personnel in all zones where it operates, but also that this principle should be carefully adhered to and any departures therefrom taken up immediately at the highest level. (It must be frankly recognized that general principles agreed at the highest level are likely to be infringed in practice at the lower military levels; UNRRA's experience has shown that subordinate military officers are frequently not well informed about general policies which have been agreed with their Commanders and are liable to take an independent line and to regard themselves as entitled to issue orders to civilian personnel working in their areas of command. It is therefore necessary for an international organization to be vigilant in protecting its independence and its own chain of command.)

(iii) As mentioned in paragraph (ii) above, the original arrangements concluded between UNRRA and SHAFF made UNRRA personnel subject to military law. This was reasonable, and probably even desirable, during and immediately after the period of hostilities; but at this date, however, international officials operating in Germany should not be subject to military law. Negotiations have

been in progress between UNRRA and the military authorities endeavoring to establish this principle; by now the principle seems to be recognized in general, but with certain exceptions. It is recommended that the IRO should insist from the outset that its personnel are not subject to military law. This does not mean, of course, that they are independent of any system of law and order; it would mean that they would be subject to the jurisdiction of military government courts (which have jurisdiction over the civilian population of Germany) and not subject to Courts Martial which deal in military fashion with military offenders.

In relation to voluntary agencies, it is recommended that IRO negotiate individual agreements similar in nature and scope to those now in operation in Germany in the case of each individual agency undertaking a project of work with the displaced persons. This is both a protection and a guarantee for the parties concerned and avoids misunderstandings regarding finance and programs.

(c) As regards Italy and Austria it will presumably be necessary for the IRO to negotiate with the military authorities and the Governments agreements defining its responsibilities for operations in those countries. Much the same considerations will apply as were set out above in relation to Germany.

The differences existing from country to country in UNRRA relationships to voluntary agencies are the result of circumstances beyond the control of UNRRA. It is recommended that written agreements with agencies similar to those between UNRRA and the agencies providing service to displaced persons in Germany be effected by IRO in all areas of operation.

B. Governments Whose Nationals Constitute the Displaced Persons.

1. Position of UNRRA.

(a) In Ex-Enemy Territory.

There was for a long time an obscurity in the UNRRA Resolutions on the question whether or not UNRRA needed to have the consent of the governments concerned before assisting their displaced nationals found in ex-enemy territory.

This obscurity was resolved at the Third Session of the UNRRA Council in London in August 1945 by the adoption of a resolution which authorized assistance to DP's in ex-enemy territory without requiring the consent of the Government of which the DP's were nationals. The consent of the Government, however, is of course required before repatriation can be undertaken.

(b) In Liberated Territory.

It was always clear that the consent of the Governments of which they were nationals was not necessary to UNRRA assistance for DP's in liberated areas. In fact, however, UNRRA has undertaken very little work of this sort.

(c) In Territory Never Occupied by the Enemy.

A special Resolution (Resolution 46) deals with UNRRA's authority to care for DP's found in territory never occupied by the enemy. The reason for this was that UNRRA's DP activities were primarily intended to relate to DP's found in enemy or enemy-occupied territory.

UNRRA's activities under this heading require the consent of the Governments concerned, i.e., the consent of the Government in which the operations are undertaken and of the Government whose nationals are involved.

2. Position of IRO.

There seems to be little justification in logic or in practice for requiring the consent of the Governments of which DP's are nationals before their care may be undertaken in territory never occupied by the enemy, if such consent is not required in other areas. It would seem more reasonable, unless the constitution of the IRO provides to the contrary, not to require the consent of Governments of which DP's are nationals for their care and maintenance in any area. The consent of the Governments of which they are nationals will, however, always be required before repatriation can be undertaken.

CHAPTER IV - OPERATIONS

I. GENERAL

As of 30 June 1946 UNRRA was conducting displaced persons operations in behalf of approximately 813,000 displaced persons. Over 90% of these were in Germany and Austria where they were cared for by assembly center teams. Although the size and composition of these teams vary from center to center according to the population and geographical size, the following is given as an example of the average team:

Director	Medical Officer
Deputy Director	Nurses - 2
Supply Officer	Administrative Assistant
Welfare Officers - 2	Secretary
Warehouse Officer	Drivers - 2

Although this was the guide which was used in recruiting for the German displaced persons operations it is now believed that several of these positions can be filled from among the ranks of the displaced persons themselves.

The following table gives a rough picture of the scope of UNRRA's operations in five major areas:

	Germany	Austria	Italy	Middle East	Far East
Number of displaced persons receiving UNRRA assistance	711,430	47,140	27,840	980	13,000
Number of Assembly Centers	288	41	11	1	---
Number of Assembly Center Teams	295	32	--	--	---
Number of Class I (imported) Personnel	5,191	404	148	49	15

II. CARE AND MAINTENANCE

The responsibility for the actual care of displaced persons by UNRRA devolves upon the Assembly Center team - a small administrative staff to which is given the responsibility for the day-by-day life of the persons living in the Assembly Center. Camps or assembly centers in Germany, and in other areas where UNRRA operates, vary in population from 200 to 25,000, with an overall average of 3,000. The people living in these camps are of many nationalities, of a variety of cultural backgrounds, some belong to family groups, some are "single" persons - all have one thing in common, that they are away from their own homes, from their own country, and all want to go somewhere else - either back to their homes or to new homes in a new country.

Some of the groups have suffered severely during the war. Most have lost members of their family, and most have lost all of their possessions. Except for the new refugees fleeing religious or other persecution in their own countries, the entire group have waited for more than a year since the end of the war either to return to their own homes or to find a new one. This is the background of the

displaced persons and refugees for whom UNRRA is providing care, and for whom IRO will assume responsibility.

The setting in which these people must live during the period of their care further complicates the job. In the first place they are still living in Germany, and in the second place they are living in congregate groups, usually in crowded quarters not suitable for family living, are restricted in their movements and are without resources of their own. UNRRA has necessarily accepted the situation as it found it, and has attempted to do the best job possible under the limitations of location, facilities, staff, and equipment with which it was faced. During the period of a little more than a year during which UNRRA has been responsible for the care of displaced persons, its staff has learned by experience the most important factors in maintaining these unnatural communities so that the persons inhabiting them get the greatest satisfaction possible out of every day living.

The first lesson learned by the UNRRA staff was the necessity for an effective self-governing body elected by the inhabitants of the Assembly Center, to which could be given the major responsibility for regulation of housekeeping arrangements, and for the development of essential community services, without which life in such centers would have been unbearable.

The creation of self-governing bodies was complicated more in the early days by the fact that a variety of nationality groups were generally found together in the same Assembly Center. Thus the election of a self-governing body from a group which spoke many different languages and which distrusted each other was no easy task. During the past year there has been extensive re-grouping of the displaced persons population, resulting in the grouping to the extent possible of a minimum number of different nationalities in the same Assembly Center, thus reducing the difficulties of language and providing a grouping with some things in common, which gave a better basis for comfortable living together.

The next lesson learned was the necessity for selecting from the displaced persons themselves natural leaders who could take responsible positions as assistants to the various team members, or who could assume positions of independent responsibility as parts of the assembly center community.

The assembly center team from the Director down could operate successfully only if they considered themselves as being in positions parallel to officials in a small community charged with regulating, protecting, and stimulating the organization, by the people themselves, of activities which would keep them usefully occupied or entertained.

The UNRRA teams have learned from experience that the following activities are essential to the maintenance of order and a reasonable degree of satisfaction on the part of the displaced persons and refugees:

1. Education. Almost the first demand on the part of displaced persons was that primary schools be established so that their children who had been denied the opportunity of going to school for sometime could resume a normal educational process. Even before any books, pencils, or paper were available, volunteer teachers from among the displaced persons themselves were conducting classes for the primary grades, and the self-governing bodies of the assembly centers were asking UNRRA to provide the necessary supplies to conduct classes properly and to enlarge the program. UNRRA responded with the purchase of many thousands of books and other school supplies. Voluntary Agencies also responded with large contributions of similar supplies.

The pressure from the displaced persons for opportunity to resume education did not stop at demands for primary schools but soon spread to plans for establishing secondary schools for youth, and then to universities for higher education. This was a normal demand and was met by UNRRA to the degree possible, considering the difficulties of securing supplies, of providing teachers (who had to be recruited from the displaced persons themselves), and of arranging for suitable accommodations for holding classes.

UNRRA's policies in assisting the displaced persons to resume their education was questioned as a policy which would interfere with repatriation, and as an unnecessary program. UNRRA has continued, however, to support the displaced persons in their attempts to resume their education wherever such a program does not interfere with repatriation. (In all instances, textbooks used in classes were submitted to government representatives for screening.)

2. Vocational Training. Second to the demand for academic educational opportunity was the pressure to provide opportunity for workmen, once skilled, to relearn their trades, and to give vocational training to young men and women. The UNRRA staff responded likewise to this demand, but the difficulty of securing tools and equipment for the operating of vocational training shops delayed the program and kept it at a level much below the actual demand. However in many Assembly Centers there are vocational training schools taught by displaced persons in which other displaced persons are relearning old skills or developing new ones. The UNRRA staff have maintained that this program not only provided useful occupation for the displaced persons while under UNRRA care, but made them much more potentially useful citizens on their return to their own country or on resettling in another.

3. Employment. The demand that displaced persons be usefully employed came from the displaced persons, the military authorities, and member governments of UNRRA. It was found by experience that the housekeeping work of the community provided useful employment for about 10% of the adult population of the assembly centers. Displaced persons were responsible for cooking and serving meals, for maintaining their quarters in a clean and sanitary condition, for repairs to their quarters, for the upkeep of the grounds, and for various other projects such as minor construction, planning and maintaining gardens, repair and operation of transportation equipment, cutting wood for fuel, etc. Since these opportunities took care of only a percentage of those able to work, it was therefore necessary that opportunities for employment be made available outside of the assembly centers if the demand to keep the displaced persons usefully occupied was to be met. It was agreed between UNRRA and the Military that displaced persons would not be used to assist in reconstructing German property, and their employment outside of the camps was therefore limited to work on military projects.

In many instances assembly center Directors reported considerable difficulty in getting displaced persons to do useful work. The reasons given were that they had been slave laborers in Germany for several years and that they did not intend to work until they were returned to their homes, or that they would not work unless they were paid, or that they were sick and unable to work. It is true that the major problem other than the lack of availability of employment was the inability of UNRRA to pay the displaced persons in currency which was of value to them outside of Germany. Payment on regular work in the assembly centers and on military projects was arranged in German marks paid by the local burgomeister. The rate was the same as was paid to German civilians. However as the German mark has no value outside of Germany, payment in this currency offered little incentive to the displaced persons.

The situation in Austria is different inasmuch as the Central Committee of UNRRA has adopted a resolution to the effect that, with the exception of persecutees and persons actually awaiting repatriation, the displaced persons should be subject to the compulsory labor laws of the Austrian Government.

5. Recreation. Recreational activities as a means of occupying the idle time of the displaced persons was naturally one of the therapeutic programs developed by the UNRRA staff. In most instances the displaced persons themselves initiated recreational activities of the kinds to which they had been accustomed in their own communities, but responded very slowly to organized activities with which they were not familiar. The UNRRA staff learned again that the selection of natural leaders from among the displaced persons, gaining their confidence and training them in the organization of group activities was the only way in which the groups could be persuaded to participate. As time went on orchestras, bands, glee clubs, folk dances, and dramatics claimed the participation or the attendance as interested spectators of most of the group in each assembly center. In a good proportion of the camps UNRRA was finally able to provide moving picture projectors and the Military provided the films. Sports activities were also organized for children and adolescents as equipment and supplies were purchased through the UNRRA amenity program, and as voluntary agencies particularly interested in recreation brought in trained leaders and large amounts of equipment and supplies.

Medical Care and Sanitation Services

In the early days of UNRRA's assumption of responsibility for care of displaced persons, the need for medical care of a large percentage of the group was urgent. Similarly the necessity for stringent sanitary measures to prevent the spread of epidemic diseases and to control such pests as body lice required particular attention.

UNRRA teams were staffed with one medical officer and one trained nurse upon whom fell the responsibility for organizing a complete medical and sanitary program for the displaced persons in the assembly center to which they were assigned. With the assistance of the Military and with physicians and nurses drawn from the displaced persons themselves, medical and sanitation programs were developed. Hospitalization of displaced persons was accomplished for the most part in German hospitals under military control. Physicians and nurses in these hospitals were drawn both from German civilians and from the displaced persons. In some instances where personnel, space and equipment were available, assembly centers set up their own hospitals, particularly for contagious diseases and for non-operative cases. The duties of the medical staff included the following:

- a. Medical inspection of displaced persons entering the center.
- b. Determination of physical capacity for work.
- c. Delousing and maintenance of louse-free conditions.
- d. Immunization, diagnosis and isolation of persons suffering from infectious diseases - investigation of contacts and carriers.
- e. Hospitalization of persons who can not be cared for in the center.
- f. Medical inspection of persons departing from the Center.
- g. Supervision of nutrition.
- h. Advising on matters of general sanitation; water supply, laundry and bathing facilities; waste disposal; and messing and dishwashing facilities and methods.
- i. Supervising medical and Public Health personnel in the Center.
- j. Maintenance of medical records, and preparing health reports as required.
- k. Special attention to maternal and child health.
- l. Educational and preventive Public Health measures.

Although many persons were discovered who needed psychiatric care, the UNRRA medical group was not staffed to provide the kind of long-time, individual treatment that this type of problem requires. It is only natural that many mental and emotional breakdowns should result from the experiences which the displaced persons had gone through in Germany.

The UNRRA staff found from experience that the use of German physicians and nurses, particularly for the Jewish group, was not psychologically sound, as the German medical group had participated in concentration camp horrors and the displaced persons naturally did not wish to place themselves under the care of a German physician or nurse.

With the crowded living conditions prevalent in most assembly centers, and with the lack of adequate bathing and washing facilities, adequate sanitation was difficult to maintain. It was only through cooperation of the self-governing body and by the training of displaced persons in sanitation practices that the staff was able to maintain the centers in reasonable condition.

While there have been many improvements in the medical care program and a review of existing practices would reveal the existence of pre-natal clinics, well baby clinics, clinics for school children, general clinics, regular procedures for the diagnosis of tuberculosis and general disease, fairly adequate hospital facilities and a training program for displaced persons, including a refresher course for those who formerly were physicians or nurses, the IRO will find much development work still to be done over and above the maintenance of normally adequate medical and sanitation services. As the tendency is for the better trained and better educated displaced persons to be accepted for repatriation or resettlement earlier than the less trained or educated, provision may have to be made for the importation of additional medical and nursing staff to replace displaced persons staff who are repatriated or resettled.

Welfare Services

While the responsibility of the welfare officer on the UNRRA team includes recreation, education, and in most instances vocational training and employment, the subject matter dealt with under this heading will be limited to the more technical welfare services, as the other subjects have been dealt with under separate headings.

In the first few months after UNRRA's assumption of responsibility, the displaced persons who were herded into the assembly centers were confused and uncertain about what was going to happen to them, were in serious need of food, clothing and medical care, and were, for the first time in years, (for many of them) relatively free persons. They were eager to ask questions about what had happened to members of their families and to their friends, to learn whether they might return to their own countries or whether they would be forced to return to their own countries, what conditions they would find if they did return, and a variety of questions concerning their own future. As time went on and as the welfare officers were able, with the assistance of natural leaders among the displaced persons and with the publication of information about what plans were being made for the displaced persons, to give some fairly satisfactory answer to these questions, the job settled down to dealing with the every day problems of individuals, to reuniting families, to finding lost children, to identifying and securing care for the mentally and emotionally upset, to separating out the unaccompanied children, to establishing children's centers, and to advising

and counseling individuals on the kinds of problems which arise in any community but which, because of the abnormality of these communities and of the history of these people, assumed a greater importance to them.

In the first few months of UNRRA's operation there was considerable pressure to remove from Germany to the United States, England, Switzerland, Sweden, and other places offering a haven, those children who were unaccompanied by parents or relatives, in order that they might be given an early opportunity to resume normal living. Several hundred children were thus removed from Germany and placed in the care of private social agencies or governments of other countries. Experience, however, soon indicated that this was not a wise policy, as parents did sometimes turn up and as the opportunity to identify or to reunite families was lost when the children were removed. Further it was finally agreed that it was quite possible to set up within Germany adequate institutions for children where they could be cared for until permanent plans could be made which would protect the legal rights of children who came from the enemy countries, and which also took into account the claims of governments for the return of children who were their nationals. Considerable work has been done by UNRRA and by the military authorities in Germany in the preparation of plans and policies for the care of unaccompanied children. The search for unaccompanied children in German homes and institutions has been gradually expanded as evidence that such children have been hidden by the Germans has been discovered. Special teams of UNRRA child welfare workers, assisted by voluntary agency staff and by displaced persons, have begun the process of combing German institutions for children to find non-Germans, and of reviewing the reports of Burgomeisters concerning the presence of non-German children in German homes.

In general the so-called welfare services, the care of children and pregnant women, counseling and case work services to youth and to individuals faced with difficult personal problems, the organization of group recreational activities such as sports, games, music, dramatics, etc., the planning and stimulation of an educational program, the development of vocational training and employment programs, and all of the community activities essential to maintaining a group of people in a fairly healthy and happy frame of mind falls upon the welfare officers.

Tracing

One of the first demands upon UNRRA both by displaced persons and by their friends and relatives in countries all over the world, was for assistance in locating persons who had disappeared during the war. This task was one which could not be done on an assembly center level but which required a central collection of records of all types which might give a clue to what had happened to the millions of persons who were forcibly brought into or detained in Germany during the war.

UNRRA's first move was to set up at its headquarters in Germany a central tracing bureau comprised of two divisions - Records and Tracing. In the Records Division all possible data was collected on displaced persons in Germany living or dead. Documents from concentration camps, prisons, hospitals, lists of persons taken on the famous death marches, death certificates, and every known source of information which might reveal what had happened to a displaced person are collected in the Records Division. The Tracing Division is then responsible for tracing through the available records to locate information about an individual upon whom an inquiry had been received, and if no record is available, to refer the inquiry to searching teams organized by UNRRA from its own staff,

Voluntary agencies and displaced persons, who actually search records in the locality where the person was last known to have appeared, or follow up any clue which might lead to information as to what has happened to him.

Since inquiries were received by the hundreds of thousands, and since many of the people about whom inquiries were made had already returned to their home countries, UNRRA stimulated the development of tracing bureaus in all countries, and sent to national tracing bureaus copies of all records available concerning their own nationals. Thus all inquiries from any given country are now first cleared through the national tracing bureau of the country in which the inquiry originates before being sent to the UNRRA Tracing Bureau in Germany.

The continued collection, organization, and indexing of records in Germany is of great importance, as well as the dissemination of copies of those records to national tracing bureaus in order that the friends and relatives of the victims of the second World War may eventually learn what happened to them.

RECOMMENDATIONS

In general it is recommended that the IRO continue the same type of services and activities in the Assembly Centers as have been operated by UNRRA, and that it improve and develop those services as much as possible.

It is obvious of course that without trained and experienced staff this can not be accomplished. There naturally will be a large turnover in the UNRRA staff prior to and after IRO takes over. While there is always some loss when a competent, experienced person leaves a job, the loss is less to the program if the replacement is a trained and competent person capable of assuming the duties of the position, and having, upon entering the job, associates who can pass over to him the benefit of their experience. It will be of greatest benefit to the displaced persons, who will be looking to IRO for continued care, repatriation and resettlement, if the most competent members of the UNRRA staff can be retained, and if the replacements who fill vacancies are the best type of personnel available. This recommendation applies to all classifications of personnel who are employed by IRO.

Other than the above general recommendation, two points need special mention. These are: (1) The importance of IRO continuing a special concern for the care and disposition of unaccompanied children so that there is no possibility of children being forever lost to the possibility of reunion with parents or relatives should they in the future be located. Further, many of the children from enemy countries may have legal rights to the property of their parents or to some form of reparations, and those rights should be preserved. The problem is both a legal and a social one, and requires the establishment of agreed procedures by the IRO, the military authorities and the governments of which the children are nationals. (2) That the tracing of missing persons be continued. This will require the continued collection and documentation of records, the searching of these records to answer inquiries received in Germany, and the forwarding of copies of appropriate records to the respective national tracing bureaus. It would be desirable if IRO would interest its member governments in officially designating national tracing bureaus and being responsible for their proper operation.

I. REPATRIATION

The functions of UNRRA with respect to the repatriation movements of displaced persons have varied from area to area and within Germany have even varied, to a minor extent, from zone to zone. In general in areas under military control, the Military have been responsible for furnishing the transportation and for carrying out the movements operations. UNRRA's role has been largely limited to preparing the displaced persons for their journey and to providing a small escorting staff. In other areas such as the Middle East, Far East, and Western Hemisphere, UNRRA has been responsible for the entire operation. It has either chartered ships or purchased individual passages and even where the ships were obtained through the Military the expense has been borne by UNRRA. Where necessary, UNRRA has provided adequate staff, medical and sanitation supplies, landing rations, etc. While the latter method has obviously been more costly to the Administration, it has resulted in movements which were more closely designed to meet the needs of the displaced persons.

It is obvious that before the movements aspect of repatriation operations can come into existence there must be displaced persons who are willing to be repatriated. In recent months this has been the difficult problem. In Germany a recent field survey indicated that there were five main obstacles to repatriation:

a. Anti-Repatriation Propaganda

This type of propaganda is being conducted in several ways, including the publication of information by groups inimical to the present Polish and Yugoslav Governments (whose nationals constitute a large proportion of the DP's remaining in Germany and Austria), by radio broadcasts emanating in the U.S. and the U.K., by letters received from Polish compatriots who have returned to Poland, by representatives of various special groups, by liaison officers who are adherents of the former Polish and Yugoslav Governments-in-Exile, and by members of military formations, such as General Anders' 2nd Polish Corps, who remove their uniforms and enter the centers in civilian clothes as DP's.

b. Inadequate Propaganda in Favor of Repatriation

The Administration has done everything in its power to distribute information furnished by the governments of the countries of origin. In particular, a total of 45,000 copies daily of 12 different Polish newspapers, including the Repatriant, the official organ of the Polish Ministry of Repatriation, are received from Warsaw and distributed among the assembly centers. Unfortunately, these newspapers do not appear to contain the type of information which encourages repatriation. DP's regard them as propaganda sheets, and have remarked both on the absence of any criticism of the Government, and on the political bias of the publications. This situation plays into the hands of those who contend that Poland is not really a free country and is subject to foreign domination. Furthermore, these newspapers do not contain the specific information required by the DP's concerning practical matters such as--arrangements for exchanging marks for zlotys, the amount of land which they will acquire, whether they will be given any draft animals or other cattle, under what conditions they will return to former industrial employment, and so forth. It is because of these considerations that it is believed that these official newspapers do not promote repatriation.

c. Liaison Officers

In addition to the vexing problem of the continued use by the military authorities of liaison officers who are adherents of former governments-in-exile, there is the other problem of an insufficient number of liaison officers appointed by the present governments and accredited to the military authorities in Germany and Austria. The chief Polish liaison officer in the U.S. Zone of Germany stated at the beginning of June that he did not have sufficient staff. UNRRA field personnel report that the same is true in other zones of Germany and Austria, and for Yugoslav as well as for Polish liaison officers.

d. U.K. Declaration of Intention to Provide for Gen. Anders' Army

The announcement by the Government of the United Kingdom that it considered itself responsible for the care and maintenance of Gen. Anders' Polish Army and for the families of its members had led the Polish DP's in Germany, Austria, and Italy to believe that, in the last analysis, the Government of the U.K. will take care of them also, and that this will afford them an easier future than to return to wartorn Poland.

e. Deliberations of U.N.

The Resolution of 16 February 1946 of the General Assembly, the meetings in London of the Special Committee on Refugees and Displaced Persons, and the June meetings in New York of the Economic and Social Council, all concerning the future provision to be made for DP's, have led the DP's to believe that even if they do not return to their homelands they will be cared for by U.N. organization and that possibilities of resettlement will become available.

UNRRA has been doing everything in its power to remove all obstacles to repatriation. It has made representations to Member Governments, both those who are in control of the areas where the displaced persons are as well as those whose nationals form the bulk of the displaced persons population. It has also issued appropriate directives to its own personnel which make each individual UNRRA employee responsible for encouraging repatriation. Employees who discourage or hinder repatriation are subject to dismissal.

Another thorny problem is that of screening. Screening should serve two purposes: (a) to remove collaborators and war criminals and (b) to remove those who are ineligible for UNRRA assistance under the terms of the Council Resolutions. The former is wholly a military responsibility and the latter wholly an UNRRA responsibility. However, even if UNRRA does determine an individual to be ineligible it must rely upon the Military to remove him from the UNRRA operated assembly center. Unfortunately, the Military have not been equipped to conduct a satisfactory screening. It can be readily understood that persons who for years have been playing hide and seek with the police and who have escaped detection up to now cannot be discovered by American, British, or French military personnel whose knowledge of the native tongues of the persons concerned is not perfect, and who for the most part are new recruits with inadequate training in all phases of all military operations including counter-espionage. It would seem that the only solution to this dilemma would be to create a few carefully selected teams comprised of military personnel, UNRRA personnel, and representatives of the governments concerned and to give these

teams special training for an adequate period which would enable them to perform a thorough job of screening both as regards collaboration and ineligibility under UNRRA or IRO regulations.

At the same time adequate steps should be taken to insure that the military authorities will immediately remove from the displaced persons assembly centers all persons screened out by these teams. Unless some such drastic action is taken the governments of the countries of origin will always be accusing both the international organization caring for the displaced persons and the occupying powers of permitting collaborators and ineligibles to remain in the assembly centers. Without adequate screening these charges could not be denied.

CHAPTER V - ORGANIZATION

ORGANIZATION

In considering its organizational pattern, IRO should profit from the experience of UNRRA, the only other international organization of similar size and with similar responsibilities. It should profit also from the experiences of the League of Nations and the Intergovernmental Committee on Refugees, which have had experience in the handling of refugees, although the size of their organizations and their scope was limited. While UNRRA's responsibilities were not limited to the care of displaced persons, nevertheless its operations in this field were a distinctly separate function and its organizational structure and experience therefore offers IRO a pattern upon which to build.

The IRO will have the opportunity of designing its organization structure for the sole purpose of meeting its responsibility for the care of displaced persons and refugees and for their repatriation and resettlement. It will also have the advantage of being able to locate its headquarters at the most advantageous point near the scene of operations - opportunities which UNRRA did not have because its operations for displaced persons were only one of its many functions and began immediately following the close of the war when it was not possible to locate headquarters in or near Germany.

UNRRA's organizational structure for carrying out functions relating to displaced persons followed the pattern of its larger function, that of providing supplies for recipient countries. Its Headquarters office in the United States and its European Regional Office in London exercise supervisory functions over the country missions and field offices. Within the country mission the Division of Displaced Persons is a unit of the Bureau of Services, which also contains Health and Welfare units, each with independent responsibilities, but which work at the same time with the Displaced Persons Division in connection with the care of displaced persons.

The IRO, since its only function is in relation to displaced persons and refugees, can organize functional jobs in accordance with their relative importance in the displaced persons program. In other words, the IRO will be the "Displaced Persons Division" and the various auxiliary tasks necessary to service the DP operation can be subordinated to the principal function of assistance to DPs and refugees.

As more than 90% of the displaced persons under the care of UNRRA are in Germany, the organizational structure within Germany is of major importance. As of July 1946 UNRRA maintained in Germany a central headquarters, three zone headquarters in the American, British and French Zones, and eleven district headquarters - four in the U.S. Zone, five in the British Zone and two in the French Zone. At that time there were 277 Assembly Center teams in the field with an average of about 3000 displaced persons per assembly center.

UNRRA's experience would indicate that IRO should locate its headquarters close to the scene of its largest operation. This would mean therefore that IRO headquarters should be on the European continent. There are some disadvantages, however, in having the headquarters at the immediate scene of major field activities. It has been found in such cases that there develops confusion in functions between the headquarters and field offices. It is suggested therefore that headquarters be located outside of Germany. Among the places which might be chosen as suitable from the standpoint of organization are Geneva, Paris, Brussels, the Hague, Copenhagen and Prague. The choice of the site should be

governed not only by the desirability of being close to the major operation, but also in a strategic location to the next larger operations in other countries.

IRO headquarters should be adequately staffed to handle all phases of IRO's operations, and should be vested with final control and responsibility. Based on UNRRA's experience, it is suggested that the head office for each field operation report directly to headquarters, and that there be no regional offices in between. Some of the original reasons for UNRRA establishing regional offices - such as difficulty of transportation and communication - no longer exist.

In Germany it is suggested that either the zonal or the district offices be abolished, leaving only one supervisory level between headquarters and the operating units in the assembly centers. In general, the elimination of supervisory layers is recommended to the greatest degree possible, and the substitution, where continual contact is necessary, of a traveling field staff which would serve as a coordinating link between the field and the next higher echelon.

One of the most consistent complaints from the staff in the assembly centers has been the lack of informational and instructional material to assist them in their day-by-day job. The kind of written material which they required included instructions on the eligibility of displaced persons, statements of policy which would guide them in their work, material for development of programs in connection with welfare, education, recreation, vocational training, health, etc., all of which was developed in headquarters and regional offices for the express purpose of assistance to the field staff but which, because of imperfect machinery, complicated by the number of echelons through which it had to pass before reaching the field, somehow did not get proper distribution. In brief, the organizational structure should be set up so as to provide the tools for the people who are actually doing the job in the assembly centers.

Apart from Germany, it goes without saying that Field Headquarters will be required in other areas of operations, i.e., in each country where the IRO will care for displaced persons and refugees, and that offices of varying sizes will be required in the various countries where resettlement will take place.

Organization Chart

There is attached, as Appendix A, an organization chart with explanatory comments containing suggestions as to how the Headquarters of the IRO might be organized. The suggestions are made on the basis of UNRRA's experience.

The following sections contain a brief discussion of points which UNRRA's experience has demonstrated are important to the successful operation of the program.

1. RECORDS

Early decision should be reached as to the type of records which will be required by the IRO and arrangements made for the employment of adequate and competent staff to implement the various types of records work. Among the types of records which the IRO may require are the following:

a. Refugee Records

1. Registration records
2. Occupational qualifications records
3. Destination wishes
4. Tracing bureau records
5. Unaccompanied children records

b. Personnel Records

1. Application records
2. Employment records
3. Payroll and leave records

c. Supply and Shipping Records

1. Requirements
2. Requisitions
3. Procurement
4. Shipping
5. Receipts at receiving port
6. Distribution records

d. Governmental Contributions

1. Obligations
2. Commitments
3. Payments

3. Administrative Records

1. Field reporting
2. Reporting by HQ units
3. Historical records
4. Reports to Executive Committee
5. Reports to IRO Council
6. Reports to Economic and Social Council

Employee Services

The importance of certain employee services in maintaining staff efficiency cannot be overestimated. The major employee services to which concentrated and continuous attention must be given are as follows:

a. PX and Related Facilities

PX and related facilities must be furnished to staff members who are serving in areas, such as Germany, where the normal community services are inadequate to meet the needs of employees. Such facilities may in some instances be obtained by arrangement with military forces, but with the tendency for reduction in military forces the IRO will be faced sooner or later with the problem of furnishing such facilities directly. UNRRA has for some time past been furnishing PX supplies directly for many of the country missions, and as of 1 September 1946 will furnish such supplies directly for the British zone in Germany.

b. Families of Staff Members

In many cases staff members will wish to have their families with them. IRO will thus be faced with the problem of obtaining approval for families to enter Germany and of arranging housing, food and special PX and related facilities for such families if approval for their entry is obtained.

c. Personal Mail

Prompt receipt of personal mail was one of the major factors in promoting morale of the military forces in time of war, and likewise it is a basic factor in the well-being and efficiency of civilians who are serving away from home. UNRRA has found that the lack of personal mail has created much staff discontent that could have been avoided. The IRO will be well advised to go to special pains to ensure satisfactory service on personal mail.

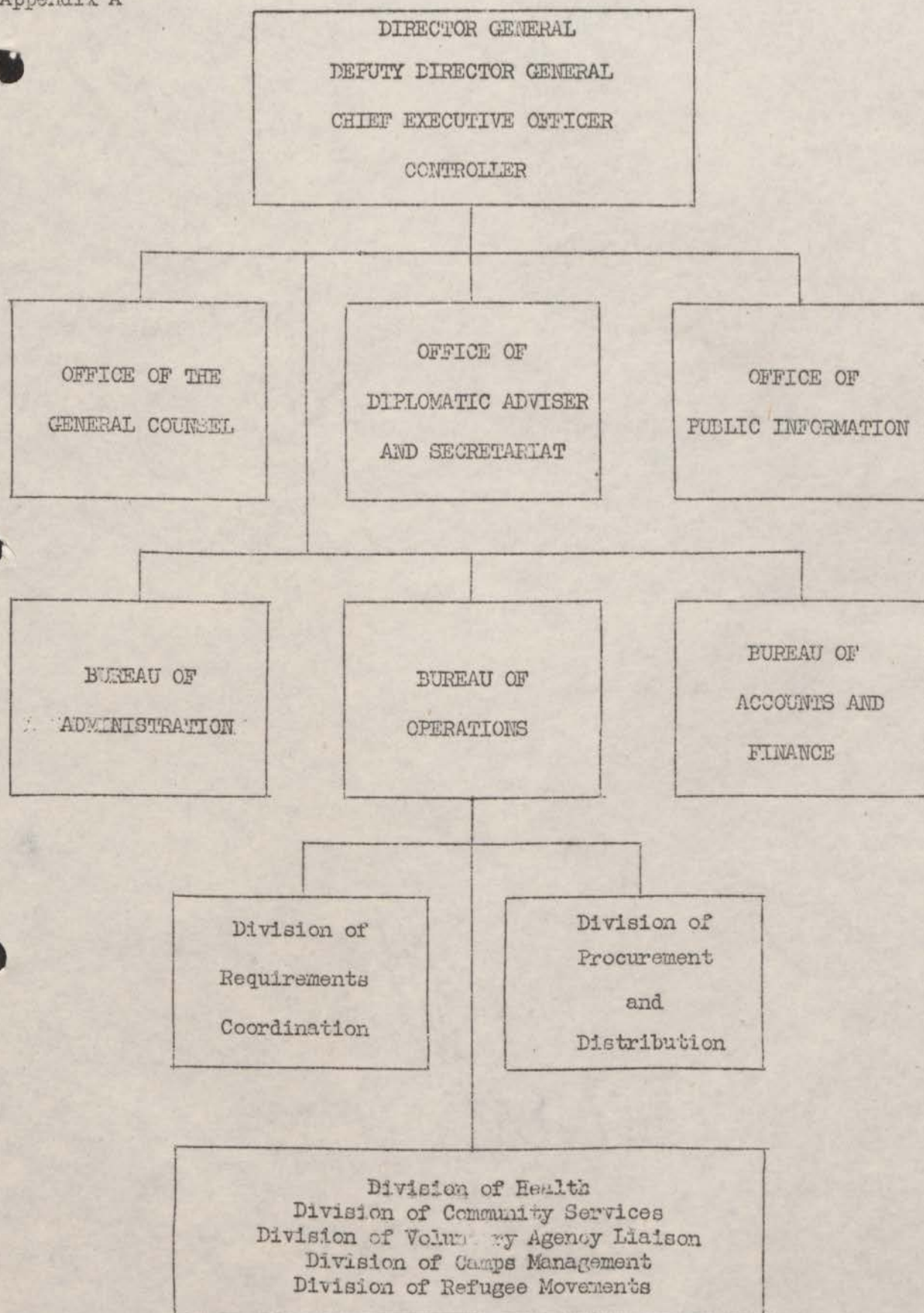
d. Payment of Field Allotments

The payment of field allotments to field personnel, especially when in travel status, has been a serious problem to UNRRA and has resulted in the establishment of the present pay-book system. The IRO will unquestionably wish to install promptly a satisfactory method for payment of field allotments.

e. Payment of Home Allotments

The prompt payment of home allotments is also a problem of major importance. The employee cannot do his best work if he must worry each month whether his family will receive his home allotment, and it is a cruel burden on the family when the allotment is not promptly paid. Again, the IRO will wish to institute promptly procedures which will guarantee smooth operation of the payment of home allotments.

Appendix A



OFFICE OF THE DIRECTOR GENERAL

In addition to the Director General himself, it will presumably be desired to have a Deputy Director General. In UNRRA it has also been found useful to have a Chief Executive Officer who acts as a Chief of Staff, coordinating the functions of the various bureaus in the organization. It may or may not be desirable to have these three top officials in the IRO, but presumably at least two top officials will be necessary. It will probably be desirable to have the Office of the Director General sufficiently well staffed to permit a good deal of travelling to the various field offices on the part of top officials without leaving the Headquarters office unduly depleted. In the Office of the Director General in UNRRA there is also included the Controller who is a financial official controlling the finances and accounts of the organization. It is recommended that a similar official be appointed in the IRO and that the Bureau of Accounts & Finance report directly to him.

B. OFFICE OF THE GENERAL COUNSEL

It is recommended that a General Counsel with a small staff, if necessary, be included. The probable functions of the General Counsel will be the negotiation of agreements for IRO's operations in the various parts of the world and such work as may be necessary in interpreting the constitution of IRO and the decisions of the IRO Council and Executive Board. The IRO constitution provides that "some system of semi-judicial machinery should be created with appropriate constitution, procedure, and terms of reference for the purpose of ensuring the impartial and equitable application" of the principles and definitions of refugees and displaced persons contained in the constitution. Whatever action is taken to implement this provision, it seems clear that the General Counsel will be vitally concerned with this work.

C. OFFICE OF THE DIPLOMATIC ADVISER AND SECRETARIAT

It is recommended that this office should be established with the primary purposes of

- (i) maintaining relations with member governments and handling formal communications with governments;
- (ii) undertaking missions to visit member governments for the purpose of securing their financial support and their cooperation in the plans of the IRO. (It is UNRRA's experience that even after the Council has recommended that governments contribute to the expenditure of the organization it is still necessary to take active steps to stimulate action on such recommendations).
- (iii) to organize and service the meetings of the IRO Council and Executive Board.

(In UNRRA there is a Secretariat constituted separately from the Office of the Diplomatic Adviser, but it is thought that in the IRO these two offices could be amalgamated for purposes of economy in view of the lesser volume of work that will be required of the Secretariat.)

D. OFFICE OF PUBLIC INFORMATION

The functions of this office are obvious.

E. BUREAU OF ADMINISTRATION

This bureau would be concerned with matters pertaining to personnel, including personnel records, with employee services such as PX facilities, clothing, equipment, personal mail, etc., and with housekeeping services.

F. BUREAU OF ACCOUNTS AND FINANCE

The functions of this bureau are obvious. The Chief of this bureau should be directly responsible to the Controller.

G. BUREAU OF OPERATIONS

This bureau combines within it all of the program functions which are the heart of the operation. All of the other divisions are in effect parts of the machinery to make the Bureau of Operations function properly. It includes Divisions of Health, Community Services, Voluntary Agency Liaison, Camps Management, Refugee Movements, Requirements Coordination, and Procurement and Distribution. It is believed the last two divisions properly belong under Operations, but should be kept separate in order not to mix the policy function of determining requirements and the mechanical function of procuring, transporting, and warehousing supplies.

Requiem

WR 105
copy 60.

INDEXED

7th October, 1946.

To: Sir Murray Gale

From: E.A. Aikin

Subject: Survey of D.P. Operations in Europe



I am submitting with this note the following reports on the survey of D.P. Operations in Europe conducted by Colonel Katsin and myself:

1. Overall report on Policy and Administrative Direction of D.P. Operations in Europe
2. Detailed Report on Germany
3. Detailed Report on Austria
4. Detailed Report on Italy.

As Colonel Katsin has had to leave for Belgrade some explanation is required as to the authorship and status of these reports. The reports on Austria and Italy were prepared jointly during our trip and represent agreed views. The report on Germany was fully discussed but not written during the trip, though full agreement was reached. The German report attached is based on a draft hurriedly prepared by Colonel Katsin on 4th October. I have made a number of amendments and additions, but to the best of my belief the revised version represents the agreed views of Colonel Katsin and myself.

The overall report is based upon an incomplete draft prepared in Germany. One big point, however, was not fully discussed and no final agreed view was reached. This point was the arrangement of the lines of authority or chain of command during the Interim Phase of the reorganisation. We had many discussions on the desirability and practicability of separating national control from administrative control and although the section of the report on "Division of Functions" represents our initial view, the implications have not been fully worked out. In particular, the extent of delegation of authority by the D.C. and the P.E.O.C. and of their responsibility to the Central Committee and the C.E.A. was not fully worked out. It is on final decision of these points that the relations between the Interim Phase and the Final Phase and the timing of the various transfers of functions depend.

I should also mention that Colonel Katsin and I had no opportunity to consider the relation of the Far East D.P. operations to our proposals, although I have inserted one paragraph drawing attention to that problem in our overall report. In my view that consideration may affect the timing of various proposals, in particular the transfer of all Washington functions by 1st January 1947.

In conclusion, I should like to emphasise, and this I know represents Colonel Katsin's view as well as mine, that the dissolution of C.E.A. Arol is independent of the proposals for a D.P. Headquarters (Europe) and that the dissolution of C.E.A. Arolsen should be preceded by whatever final decision on the form of, or the timing for the setting up of, the D.P. Headquarters. What is to be transferred to the new headquarters is not the function of Arolsen, but the functions of London and Washington.

Final and budgetary estimates made for "self-contained" D.P. Operations in each of the areas covered by our survey will require careful examination as soon as the details of the revised budget recommended for the I.S.C. by the Economic Social Council is available.

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It will be essential to reexamine the projected size and cost of the operation in each area with a view to ensuring that the organization to be turned over to the I.R.O. falls within their financial resources.

Colonel Matsin undertook during our trip to provide copies of the reports to the Missions unofficially and he asked me to enquire whether you agreed that this should be done and if so, I shall arrange for copies to be forwarded.

K.A. AICHEN

KAA/ABP

REPORT ON POLICY AND ADMINISTRATION
OF D.P. OPERATIONS - EUROPE

A. - PURPOSE

1. The D.P. Operation remains the residual function of UNRRA in Europe as from 1st January 1947 onwards though the time of disappearance of other functions will vary as between Missions.
2. The object of our recently completed survey has been :
 - (a) To ascertain the extent to which, and the timing within which, the D.P. functions of UNRRA Missions could be diverted from other Mission functions and organized on a self-contained basis.
 - (b) To draw conclusions and recommend steps consonant with the UNRRA closure plan for Headquarters and IRO, which would enable the control of D.P. Operations to be effectively and economically continued within a Headquarters structure.
 - (c) To consider the means whereby transfer of UNRRA functions to IRO could be achieved in the most orderly fashion and by the most practicable means.
3. Our survey has not extended to the D.P. operation in the Middle East but we feel that those operations could readily be brought within the organizational framework proposed. The survey undertaken embraced D.P. operations in Italy, where we saw the Rome Headquarters, Austria, where we saw both the Vienna Headquarters and the British Zone Headquarters, Klagenfurt, and Germany where we saw Central Headquarters, Arolsen and the British Zone Headquarters, Lango.

B. - SCOPE OF THE PROBLEM

4. At Headquarters and IRO

- (i) The main problem under the closure plan both at Headquarters and IRO is the maintenance of an adequate organization to control residual D.P. functions through June 1947.
- (ii) The main problem affecting transfer to IRO, if the operation is to change hands in an orderly fashion, concerns the assurance that the arrangements under which UNRRA operates by agreement with Member Governments, Military Authorities, Voluntary Organizations and Governmental authorities, in areas of operation, are continued and modified as required UNRRA operational responsibility passes to IRO.

5. In the Field

- (i) The scope of the problem in the Field concerns the extent to which, and the timing within which, residual Mission D.P. functions require to be placed on a self-contained basis and the lines of command which it would be advantageous to apply. The operations in question would affect UNRRA Mission in :

- (a) Middle East
- (b) Italy
- (c) Austria
- (d) Germany
- (e) Poland and Czechoslovakia (to a very limited extent if required).

- (ii) Detailed considerations and recommendations in respect of the scope of the operations on the ground in Italy, Austria and Germany are contained in accompanying reports of our survey conducted in these countries.

C. - RECOMMENDED PRINCIPLES IN CONNECTION WITH UNRRA RESIDUAL
D.P. OPERATIONS IN EUROPE

6. Establishment of D.P. Headquarters (Europe)

(i) It is our conclusion that the most effective means of continuing UNRRA responsibilities for the D.P. Operation in Europe is the establishment on the Continent of Europe of a self-contained Headquarters located on the Continent of Europe and the gradual transfer to such Headquarters of the overall operational and administrative responsibilities presently vested in Washington and London.

(ii) It is our further conclusion that advantage would result if the I.R.O. as soon as it is formally established, were to work jointly with UNRRA D.P. Headquarters (Europe) from the inception to engage in joint planning with UNRRA toward the eventual absorption of the operation by IRO.

(iii) It would be advantageous to secure IRO agreement in principle to the proposed form of organization, if possible prior to the setting up of the new H.Q.

(iv) The establishment of such a headquarters would materially simplify the closure of Washington Headquarters and IRO and would probably result in substantial economy, since they would be left only with the problems directly affecting the wind up of residual UNRRA functions in Europe and would be divorced from the remaining day to day D.P. operating problems.

(v) The Washington H.Q. functions with regard to D.P. operations present a separate problem but will also be a problem to be faced by IRO. There would seem to be no reason why they should not be brought within the general framework proposed for European operations, although different considerations might apply to the timing. It would, however, be impossible to abolish Washington D.P. functions without making provision for the Far East.

7. Location

It is our recommendation that such a Headquarters should NOT be set up in any area of D.P. Operations but should be located on the main lines of communications, preferably in close proximity to the three main areas of operation, namely Italy, Austria and Germany.

8. From the point of view of location, communications and general convenience, Geneva would be the most suitable location, but save for accommodation and commissariat arrangements, Paris would be almost equally suitable. We would recommend Geneva, Paris and Brussels in that order, but we understand that the political choice has been Paris.

D. - STAGES IN THE ESTABLISHMENT OF D.P. HEADQUARTERS (EUROPE)

9. (1) It is our opinion that the transfer of overallly D.P. functions to a Headquarters in Europe should be done in two phases :

- (a) Over quarter January to March 1947 - The Interim Phase
- (b) Over quarter March to June 1947 - The Final Phase.

(ii) In the Interim Phase

(a) The following Headquarters and Field reorganization should be proceeded with

- (1) Functions of Bureau of Services at Washington and IRO should be transferred to the new Headquarters as of 1st January 1947.
- (2) UNRRA/IRO and inter-governmental policy relationship should continue to be vested in the Office of General Counsel at Washington and IRO as of 1st January 1947.

/ (5)

2. IRO does
not set up
quarters in
Paris before
then

- (3) D.P. Personnel and Personnel and General D.P. Accounting Records and D.P. Supply matters would be separated from general UNRRA records at Headquarters, E.R.O. and Home Stations with a view to the transfer of relevant activities to the D.P. Headquarters (Europe) as of 1 April 1947, i.e. the beginning of the Final Phase. The aim would be a self-contained D.P. Headquarters to assume full responsibility for ALL activities of the operation, Policy, Administration, Finance and Operational control, by 1st. April 1947.
- (4) D.P. Operations in the Middle East, Italy and Austria should be organized on a self-contained basis effective 31st. March 1947, and residual Mission functions (if any) divorced from such organization as of the same date. (The minor Administrative duplications which might result from this proposal would be outweighed by the advantages gained although certain assistance from common services could be advantageously arranged).
- (5) D.P. Operations in Germany should be organized forthwith, i.e. before the beginning of the Interim Phase, on a completely self-contained zonal basis with the zones as independent Missions and this reorganization should be completed effective 31st. December 1946.
- (6) C.R.Q. Germany should be dissolved effective 31st. December 1946.
- (7) There should be established effective 1st. January 1947 a nucleus D.P. H.Q. (N) to exercise policy control over all D.P. operations, i.e. the functions now performed in London and Washington. A possible form of self-contained organization to be finally set up is suggested at Appendix A.
- (b) The I.R.O. would work with D.P. Headquarters (Europe) on a joint planning basis and would participate in working out details of inter-agency agreements, personnel transfers and operational policy and organization, but would assume NO policy or operational responsibility as such in the Interim Phase. A main object of this principle would be to ensure that a merger of common interests became possible over a period, whilst avoiding the establishment of parallel planning and organization on the part of the successor body and the obvious disadvantage which would result from such a course.

(iii) In the Final Phase

- (a) Effective 1st. April the complete and overall transfer of responsibility for the entire D.P. Operation in Europe to the new Headquarters.
- (b) The closure of all main activities connected with policy, operation administration including personnel, accounts and audit, D.P. supply, etc., at Headquarters and E.R.O. levels (other than essential residual liaison) to permit of the orderly conclusion of the closure plan whilst continuing effective conduct of the D.P. Operation on an economical basis.
- (c) Closure of Dutch, Belgian, Danish and Norwegian home accounting offices and their transfer to D.P. H.Q. (e) effective 1st. April 1947.
- (d) Implementation of the jointly prepared plans with I.R.O. including notification to staff of terms of continuing service and offers of continuing employment to selected staff at the beginning of the Final Phase.

/ (e)

- (e) Final negotiation and conclusion of necessary inter-agency agreements by I.R.O. preparatory to assumption of control 1st. July. (It is contemplated and recommended that I.R.O. assumes no policy or operational responsibility during the Interim or Final phase of reorganisation since a full period of six months will be required for the orderly separation and transfer of the operation)

E. - DIVISION OF FUNCTIONS DURING BOTH PHASES OF THE PROPOSED REORGANISATION

(i) Interim Phase (January-March 1947)

Headquarters and E.R.O. retain responsibility for:

- (a) Inter-Governmental liaison and overall policy interpretation through Office of General Counsel.
(b) Overall Personnel Management and Control including Personnel Accounts.
(c) Supply provisioning and accounting.
(d) Overall Audit and Financial and Budget Control.
(e) Administrative control over D.P. Operations in Middle East, Italy, Austria and the three self-contained Zones of Germany.

D.P. Headquarters (Europe) assume responsibility for:

- (a) Operational policy (within the framework of agreed interpretations) including co-ordination of repatriation and inter-country movements of D.Ps; Re-settlement liaison (with special reference to negotiations relating to health, welfare and employment standards etc); D.P. standards of care and maintenance; Statistical records and reporting. *vocational training information in records must place*
(b) Voluntary Agency liaison (despite disadvantage of distance it is our considered opinion after survey of the Field that primary responsibility for this function should vest in proposed Headquarters)
(c) Consolidation of Tracing activities within overall policy determinations.
(d) Eligibility controls.
(e) Field inspection.

I.R.O. assume responsibility for:

- (a) Joint planning at all levels with UNRRA.

(ii) Final Phase (April through June 1947)

Headquarters and E.R.O. retain responsibility for:

- (a) Overall policy responsibility devolving on the D.C.
(b) Overall financial provision.
(c) External Audit and policy functions of Controller.

D.P. Headquarters (Europe) assumes responsibility for:

- (a) All policy functions (other than above) from Headquarters and E.R.O.
(b) All Administrative functions from Headquarters and E.R.O.

have liaison with European office.

(and Home Stations) including transfer of all Accounting from Home Accounting Stations and all Personnel Action in respect of Class I employees on D.P. Operations.

- (c) All operational functions including provision of supplies.
- (d) Overall control of D.P. Operations in Middle East, Italy, Austria and the three Zones of Germany.
- (e) Plans jointly with and is responsible for transfer of D.P. Operations to I.R.C.

I.R.C. assumes responsibility for:

- (a) Planning jointly with and assuming responsibility from UNRRA for D.P. Operations.

APPENDIX A

DIRECTOR GENERAL

PERSONAL REPRESENTATIVE OF DIRECTOR GENERAL

CHIEF OF MISSION
D.P. OPERATIONS IN EUROPE

GENERAL COUNCIL

DIRECTOR OF OPERATIONS
(including Welfare)

British Zone Germany
U.S. Zone Germany
French Zone Germany
Austria
Italy
Middle East

CONTROLLER

Finance
Accounts
Audit
Budget

PUBLIC RELATIONS

DIRECTOR OF
HEALTH

DIRECTOR OF
ADMINISTRATION

Personnel
Travel
Supply
Transport
Accommodation

REPORT ON BASIC CONSIDERATION EFFECTING TRANSFER OF
UNHRA D.P. OPERATIONS IN GERMANY TO IRO

1. Our survey has confirmed the view that the first step toward a successful transfer of responsibilities of D.P. Operations in Germany to IRO, is the necessity of ensuring that the three Zones are organized on a completely self-contained and independent basis with the minimum of delay. There appears no advantage operationally or administratively in treating Germany as a single unit, for all practical purposes the zones are already three separate entities.
2. A covering survey of the situation on the ground indicates that there are no insuperable organizational difficulties in achieving this desired object and our conclusion is that Central Headquarters, Arolsen, should work to this end only over the next two months and should thereupon be dissolved. Our general conclusions and recommendations were discussed at length with Mr. Myer Cohen, Brigadier Greenalade, Heads of Departments and Divisions, C.H.Q. Germany and the Chief of the British Zone in Germany and his Staff.
3. The immediate task in Germany is to strengthen the Zone Headquarters so that, by 1st January 1947, they will be capable of functioning independently.

Scope of the Operation and Organizational Structure.

4. The size of the D.P. problem in Germany is attached at Appendix A.
5. Staff strength as proposed under current re-organizational plans is shown at Appendix B.
6. Present C.H.Q. and Zone Organizational Charts are attached at Appendix C.
7. Personnel strength of the Central Tracing Bureau is not included in the staff strength at Appendix B and it is our opinion, after inspecting the work and structure of the Tracing Bureau, that it should not under any circumstances be dissolved until arrangements have been made for the continuation of its work.
8. Whilst from the point of view of economy and administration it would seem that D.P.s in Austria could be transferred to existing German Camps (to replace repatriants from these camps), such a course would, we believe, meet with active opposition from the Army in all Zones and is probably impracticable of execution. However, in view of the limited financial resources of the IRO, this point ought to be brought to the attention of the governments principally concerned.
9. Including Voluntary Agency Personnel, and Class II personnel, the ratio of total staff to D.P. population administered is approximately 1 to 120 in the British and American Zones and 1 to 50 in the French Zones. This appears to be excessive, but would require careful analysis in the light of the division of strength amongst Camp Installations and at Headquarters levels. It will in our view be necessary to undertake this analysis in order that the organization may be made to fit within the financial requirements of the reduced IRO budget.

Conclusions and Recommendations.

Organisation

10. It is our considered opinion that Central Headquarters, Arolsen, in its present form is entirely unnecessary in so far as its administrative co-ordination functions are concerned, and that its dissolution need not prejudice the efficiency of the operation.
11. There is, of course, some need for co-ordination of operational policy, but it is our conclusion that this could be achieved more effectively outside of Germany than through the existing Headquarters at Arolsen and that it should be achieved for the three zones of Germany in the same way as it now is for Austria, Italy and the Middle East.

12. The Central Tracing Bureau could be effectively established outside Germany at any time required and in the interim, without any material increase of staff, could absorb the co-ordination functions not only of the UNRRA Tracing Bureau in the U.S. Zone of Germany, but also the UNRRA Tracing Bureau in Austria and Italy.

We recommend that a survey of the UNRRA Tracing functions in other areas should be made with a view to ascertaining the time at which and the means by which the functions of such Bureaux could be transferred to a single Central Tracing Bureau.

13. Although C.H.Q. advise that they did not anticipate being able to achieve Class I personnel reductions below a figure of 3,000 it is our opinion that not only can this be achieved but that it will have to be done in order to make it possible for IRO to finance the project out of their budgetary resources. It was the opinion of the Chief of the British Zone, whom we visited subsequent to our visit to Central Headquarters, that further reductions could be achieved as the reorganisation proceeds, though the figure suggested was not substantial.

14. Apart from acting as a Post Office, so far as we could ascertain, the only substantial active administrative co-ordination hitherto performed by Central Headquarters in Germany in an effective manner has been :

- (a) Personnel actions
- (b) Administrative Co-ordination of Voluntary Agencies
- (c) Supply requisitioning and Movements from Ports of Entry (to an incomplete extent).

15. A view was expressed that it had become necessary to centralise personnel actions at C.H.Q. and to remove this responsibility from Zone Commanders on the grounds that personnel management had been found incompetent, particularly in the American Zone. Such centralisation is an administrative weakness and the remedy lies, not in assuming at C.H.Q. the personnel responsibilities of Zone Commanders, but in assuring that personnel staff at Zone levels is competent. In conversations at British Zone Headquarters, we were favourably impressed with the Personnel Officer of that Zone and with the controls established by him down to District and team level. It is our opinion that this Officer would be able to assume full responsibility for the mechanics of personnel management in his Zone and that the present system of centralisation in C.H.Q. is cumbersome and administratively unsound.

Mr. Cramer, Chief Personnel Officer, Arolsen, is an extremely efficient "mechanic" but we consider his administrative policy at fault and recommend that personnel management be de-centralised forthwith and that Mr. Cramer be appointed to supervise any necessary reorganisation in the U.S. and French Zones to ensure that proper means and personnel are available to carry out policy in personnel management in these Zones.

The next two months should be devoted to delegating to the Zones full personnel responsibility within established personnel budgets and general policy instructions from IRO. The period between now and the dissolution of C.H.Q. on 31st December should be employed, in ensuring that the Zones are capable of assuming this responsibility and, if necessary, strengthening the calibre of their personnel to make this possible.

Of the functions now performed by C.H.Q., the only ones which could not be more effectively performed by the Zones are :

- (a) The transmission of overall policy. In this matter C.H.Q. acts merely as a post office for sending on instructions from IRO and for the future the instructions could equally well go direct from IRO (as they would do for Austria, Italy and the Middle East) or from the new headquarters.
- (b) The Field Inspection system which has been set up in the last three weeks. This should be preserved, but could easily be performed either by London or the new headquarters for all D.P. Operations.
- (c) Liaison with senior representatives of governments. Both USSR and Poland have designated senior representatives for consultation with

/C.H.Q.

C.H.Q. on D.P. matters. This function, however, could conveniently be split between ERO (or the new headquarters) and the Zones.

- (d) Voluntary Society co-ordination (see below)
- (e) Central Postal Unit for personal mail. This could be divided between the zones, but would require co-operation between them.
- (f) Inter-zone movement of Personnel. There appears to be relatively little of such movement and the problem will be handled by co-operation between zones.
- (g) Screening and co-ordination of Supply and Transport Requirements. These would have to fall on ERO, but would appear to involve no more than handling three requests instead of one.

Supply

16. It is our opinion that warehouses under C.H.Q. Administration should be closed down and residual stocks apportioned between Zones. There has been an obvious lack of co-ordination and management of supplies in the past and there is every reason to recommend Zonal control of supplies.

17. Effective results could be achieved administratively by the establishment of a Port Committee, consisting of one representative from each Zone to ensure the immediate Zonal distribution of incoming supplies at port of arrival. This reorganisation will be both economical and practical. Brigadier Greenslade is in agreement with this principle and is actively engaged in picking up threads and of instituting order out of chaos.

18. Major clothing and means of supply programmes for the operation during the UNRRA period are completed or in the course of completion and there is every reason for urgent de-centralisation.

19. Arrangements will be necessary for the allocation of present C.H.Q. stocks among the zones and also for the allocation of supplies now en route. The remainder of C.H.Q.'s life should be spent on this work, i.e. so to organise the supply position that it will function smoothly and efficiently on a purely zonal basis. Arrangements should also be made for the requisitioning (and consigning) of future supplies to be done by Zone.

20. So far as basic supplies are concerned, these are, of course, an Army responsibility, and are obtained through Army channels from both imported and indigenous stocks. The actual method of supply varies from place to place - in some cases the Army actually delivers to the camp, while in others UNRRA collects the supplies from Army controlled warehouses and itself transports them to the camps.

Whatever financial arrangements ERO may make as to basic supplies, it is clear that the only practical and efficient course is to continue physical procurement through Army channels in the same way as at present.

Transport

21. The transport position is obscure. It is the opinion of C.H.Q. that the number of trucks available to Zones bears little relation to the needs, having regard to their roadworthy condition and the fact that replacements might become an urgent need over the next six months.

Brigadier Greenslade is having a thorough examination made of the transport situation with a view to ascertaining the real position.

22. The Chief of the British Zone advised us that his transportation was adequate and that the work shops and repair arrangements were working satisfactorily, other than in the provision of spares, which were being obtained on an ad hoc basis from Army and from German local provision and manufacturing resources. He informed us that his zone was in a satisfactory position for load carrying vehicles and that the only difficulty likely to arise was with passenger vehicles.

23. It is our recommendation that the Transport Unit (approximately 248 trucks) attached operationally to C.H.Q., should be disbanded and the vehicles divided between Zones who would conduct their own transport operations.

Voluntary Agencies.

24. There are upwards of 1,200 Voluntary Agency Personnel operating under UNRRA auspices in Germany. Approximately 250 of these personnel are working directly with Central and Zone Headquarters, the balance being engaged in all activities down to team level. Voluntary Agency Personnel are not included in the Personnel Class I ceiling of 3,000 employees, although performing equivalent functions, but there is a separate personnel ceiling of 1,500 for voluntary agency personnel.

25. It is our opinion that most careful consideration should be given to the possibility of increased use of Voluntary Agency Personnel in place of Class I personnel, and active steps should be taken to pursue and analyse this possibility as a means of budgetary economy for the IRO. The IRO will also require in the planning stage to re-examine the method of financing voluntary agency participation in D.P. Operations.

26. The co-ordination of the activities of voluntary agencies in Germany is a valid central activity and it would be difficult in our opinion, to decentralise this responsibility to Zones. There would, however, be no difficulty in effecting the co-ordination from a location outside Germany, given satisfactory communications.

Finance.

27. C.H.Q. have estimated their financial budget for the 1st and 2nd quarters of 1947, based on a personnel strength of 3,000 at £1,195,000 per quarter with the addition of Allied Marks to the equivalent of \$85,656. We did not obtain a breakdown by items of this figure, but it is available in Germany and presumably also in IRO by now.

28. This figure as well as the personnel budget will require careful examination in the light of the financial resources of the IRO as projected in the revised budget recommended by the Economic and Social Council.

Relations with Military Authorities.

29. As has been the case with UNRRA, IRO will be able to operate in Germany only with the consent of the occupying forces and the period of joint UNRRA-IRO planning should be used in order to work out in detail what the relationship should be. In particular the IRO should avoid the financial obscurities of the present UNRRA agreements.

REPORT ON BASIC CONSIDERATIONS AFFECTING TRANSFER
OF UNRRA D.P. OPERATIONS IN AUSTRIA TO I.R.O.

A. PREAMBLE

1. For as long as Armies of Occupation remain in Austria conduct of D.P. operations will presumably remain their ultimate responsibility, and any organization engaged in the D.P. administrative field will be subordinate to them.
2. The Austrian Government in the foreseeable future will not be a principal in the handling of the overall D.P. problem and will probably not have any considerable voice in policy decisions.
3. Nevertheless, in line with current Supply policy, it would appear to be necessary to provision and service D.P. needs through the Austrian economy and with this view U.S. and British Army representatives in Austria are in accord.
4. UNRRA supply programmes to Austria (which include supplies for D.P.'s) are nearing completion and are likely to end substantially early in 1947. Unless alternative sources of supply are arranged immediately, there will be no continuing pipeline from which needs for D.P.'s can be met. In such circumstances, there would be no choice other than that Military Governments would be required to bridge the gap. On this point, the U.S. and British Military are presently seeking guidance.
5. If I.R.O. are to succeed UNRRA in the field of Field Administrative functions adequate advance arrangements between that body and the Government or Military authorities or both would require to be concluded in respect of provision of the necessary local currency which at present falls available to UNRRA by virtue of agreements concluded with the Austrian Government.
6. Whatever the future extent of I.R.O. field activities in Austria, it is our considered judgment that UNRRA should limit its responsibilities and contract its detailed organization to the greatest possible extent between now and the closure of UNRRA activities in Austria.
7. Meetings were held with Chief and Deputy Chief of Mission, Heads of Departments and Divisions, Zone Directors and the following representatives of A.C.A., Colonel Logan Gray, Chief of D.P. Division of Civil Affairs Branch - British Element, Lt. Col. McFeeley and Lt. Col. Welker, Chief and Deputy Chief of Displaced Persons Division of G.5 - U.S. Element.
8. The conclusions and recommendations contained in this report have been discussed with the Chief of Mission but it has been emphasized that final determination of other than internal organizational policy will emanate from I.R.O.
9. Considerations affecting overall problems common to the D.P. Operation as a whole will be dealt with in our general report upon conclusion of the survey being conducted in other D.P. theatres.

B. SCOPE OF THE OPERATION

10. Size of the D.P. Problem.

1. D.P.'s. eligible for UNRRA Assistance+

(a) Transient Jews (in batches) - Vienna	-	Approx. 15 00 at a
(b) In UNRRA camps - American Zone	-	29,000 time
(c) " " " - British Zone	-	16,000
(d) " " " - French Zone	-	4,000
(e) Out of "Camps" but receiving UNRRA assistance	-	<u>1,300</u> 50,300

+ Approximately 7,000 are static Jews.

(ii) <u>D.P's presently ineligible for UNRRA assistance.</u>		+(I)	
(a)	In camps operated by Austrian Govt. (in American Zone only) +(2)	21,000	
(b)	In Military Camps - American Zone	14,500	
(c)	" " " - British Zone	23,000	
(d)	" " " - French Zone	11,000	
(e)	P.O.W(s).	Unknown	69,500
+(3)-	(f) Residing out of Camps - American Zone	140,000	
	(g) " " " " - British Zone	95,000	
	(h) " " " " - French Zone	45,000	
	(i) " " " " - Vienna and Russian Zone	(Not Available)	280,000
			<u>349,500</u>
Approx. grand total.			<u>349,500</u>
+(I) Approx. total of Jews in U.S.Zone in both Army and UNRRA Camps 28,000.			
+(2) Approx. 95% are Volksdeutsche.			
+(3) May include some eligibles.			

C. AGENCY FUNCTIONS.

II. Broad Functions of main elements are as follows:-

- (i) ARMY
 - (a) Responsibility for overall problem.
 - (b) Provision and maintenance of accommodation.
 - (c) Repatriation movements.
 - (d) Provision of PGL.
 - (e) Security.
 - (f) Administration of Military Camps.
- (ii) Austrian Government
 - (a) Administration of Volksdeutsche Camps in U.S.Zone.
 - (b) Provision of Basic Expendable Supplies - i.e. Food, Medical, Clothing etc.
 - (c) Provision of local currency and payment of local labour.
- (iii) UNRRA
 - (a) Administration of UNRRA Camps for eligible D.Ps.
 - (b) Supplementing Welfare, Amenity, Medical and Clothing supplies to extent of budgetary provision and from Voluntary Agency donations.
 - (c) Registration, and Tracing (at Headquarters and in U.S.Zone only)
 - (d) Processing of Transient Jewish D.P(s in Vienna and all Transients in U.S.Zone, on behalf of Military Authorities.
 - (e) Repatriation Assistance and assistance ancillary to resettlement, including provision of Medical and/or Nursing Staff on repatriation trains to home countries.

- (f) Locating and assisting repatriation of displaced children in Austria.
- (g) Statistical records and reports.
- (h) Liaison at H.Q. and Zone levels with A.C., Army and Austrian and other Governments.

D. AGENCY RELATIONSHIPS

12. Austrian Government

D.P. policy is a reserved topic over which factually the Austrian Government has no authority. However, UNHRA D.P. Operations in Austria are nevertheless conducted under an agreement with the Austrian Government by virtue of which the Austrian Government must provide inter alia as follows:

- (a) Accommodation facilities.
- (b) Local currency for all UNHRA D.P. requirements in Austria.
- (c) Provision from UNHRA imports and indigenous resources of food and other basic requirements.

13. Military Authorities.

Since DP's are a reserved topic, the ultimate authority on D.P. matters is A.C.A., although in practice this is exercised by all three Western Elements independently in their zones as there is no real centralized control.

Although UNHRA has no formal agreements with the occupying authorities in all three Western Zones, it does in fact operate under working arrangements in each zone as the agent of the Military. The degree of autonomy varies from zone to zone, and there are considerable differences in military policy in each zone.

14. Other Governments.

UNHRA Mission maintains liaison on D.P. matters with other interested governments.

15. Conclusions on Scope of Problem and Agency Relationships.

(i) Of approximately 400,000 DP's in Austria only a maximum of 100,000 are likely at any time to be directly eligible for IRO assistance. The overall problem is therefore likely to remain basically an Army responsibility.

(ii) Whilst both U.S. and British Army policy tends tentatively towards the liquidation of camps as such and the dispersal of DP's in the Austrian economy, it would appear that, with the exception of the Volksdeutsche, the bulk of DP's have remained in or emigrated to Austria to seek the protection of the U.S. and British Armies, and the Austrian Government and people feel neither sympathy nor responsibility for them. A.C.A. are likely, in consequence, to continue to treat the D.P. problem as a reserved subject and IRO, as is the case with UNHRA, will require to work through the Army, and is likely to have only limited jurisdiction.

16. Recommendations on Scope and Agency Relationships

(iii) For UNHRA action

- (a) The Administration should endeavour to restrict its responsibilities by maintaining present eligibility standards and avoiding application of wider definition.
- (b) Possibility of AGA agreement to transfer of UNHRA eligible DP's to Germany should be explored.

(v) For I.R.O. Action

- (a) Clarification under agreements of scope and responsibilities devolving on IRO, with AGA and Austrian Government.
- (b) Postponement of any IRO activity in Austria until finalisation of such agreements.

E. UNRRA ORGANISATIONAL STRUCTURE

17. Present Organisation vests the Administrative Control of the DP Operation in the Deputy Chief of Mission with

(i) Direct Control at Headquarters level, over

- (a) Welfare Division and Voluntary Societies Liaison Office.
- (b) Office of Repatriation
- (c) Health Division (which presently performs common services for both Mission and DP Operation).
- (d) D.P. Supplies and D.P. Motor Transport.
- (e) British, American and French Zone Headquarters.

(ii) Indirect Control over

- (a) Common services performed for DP Operation by Department of Finance and Administration, Department of Supply and Transport.

18. The Austrian Mission has prepared a "rundown plan" which provides a self-contained DP Operational Organisation effective 1st April 1947 (see Appendix A attached) though this could be introduced earlier if required.

19. Additional savings could be effected and efficiency maintained by the abolition of Zone Headquarters as such and the appointment of UNRRA Field Supervisors cum Liaison Officers to Military Governments at Zone levels, operating directly under Headquarters. This would be desirable from an UNRRA and I.R.O. budget viewpoint and is in line with equivalent reorganisation instituted by the Army. The suggestion has been discussed with and recommended to the Chief of Mission who finds much in favour of the proposal and who is considering whether he can effectively reorganise on these lines immediately.

20. From an administrative point of view it would be both practical and economical to transfer eligible DP's in Austria to DP Operations Germany owing to the comparatively small number involved. However, whilst this proposal is supported and recommended by the Chief of the Austrian Mission it would probably prove unacceptable to the Military authorities either in Austria or Germany and the proposal will be reviewed after our survey of the position in Germany.

21. Considerable contraction of number of camps is contemplated.

- (i) British Zone UNRRA Camps are being contracted from 8 to 5 and further contraction to 3 will be possible if Military objections can be overcome.
- (ii) French Zone Camps will probably be contracted from 2 to 1. It would be desirable to eliminate all camps in this Zone and transfer the 4,000 DP's to Germany or other Zones in Austria.

- (iii) American Zone have no plans for immediate contraction and might in fact find it necessary to expand into additional camps. The position should be reviewed with a view to securing U.S. Army co-operation for maximum possible contraction, as soon as further accommodation can be made available.
- (iv) One of the main obstacles to contraction, common to all Zones, is the incidence of local employment requirements to Camp locations, and the reluctance on the part of DPs to move location.

F. STAFF

22. Staff table at Appendix A indicates Mission's present proposals for a self-contained DP organisation subject to further amendments and reduction which might result from the abolition of Zone Headquarters as tentatively proposed at paragraph 19.

23. We are informed that 80% of DP staff are likely to be willing to serve after the UNRRA period.

24. The gradual re-assumption of service activities normal to the Austrian economy (e.g. Civil Motor Workshops etc.) will enable their greater use progressively and it is the opinion of the Army authorities that this will enable reduction of staff on the Army as well as the UNRRA side.

25. Voluntary Agency staff working on DP Operation in Austria are working with the UNRRA Mission in very small numbers and other operating agencies. Details at Appendix C attached.

26. Uniforms.

Necessity or advisability of the wearing of uniforms by Class II employees has been discussed. The Mission does not favour this course and the Army opposes it. It is pointed out that there are many hundreds of Austrians and DPs working for Army as well as UNRRA and their uniforming is unnecessary and would be costly. If it was done at all it would be feasible only for a selected few working on higher level assignments outside camps. Provisioning on a restricted basis would in the event be extremely difficult administratively.

27. Conclusions on Organisation and Staff.

(i) With the exception of the American Zone, the UNRRA Mission administers relatively compact and economical DP Operation.

(ii) Further contraction and centralisation of small camps, elimination of Zone Headquarters as such, and increasing use of Austrian services and facilities as these develop, will enable further economies without loss of essential efficiency in the immediate future. These measures are currently under active consideration by the Mission who propose to implement periodically to the extent possible.

(iii) Only a very small proportion of total DP Camps in Austria fall under UNRRA administration. The mechanical function of administration in UNRRA Camps, i.e., Supply, Transport, Fuel etc., could be effectively provided under A.C.A. arrangements without the interposition of an alternative Field organisation and this course is favoured by the British Army and is acceptable to the U.S. Army on the ground. To the extent, however, that we have assumed that U.N. governments' policy is that I.R.O. will assume ALL UNRRA functions, we are not incorporating a recommendation on this aspect.

(iv) A compact and self-contained DP Headquarters is planned by the UNRRA Mission and will be in operation approximately April 1947. The Headquarters and Field Organisation as planned would be capable of absorption by I.R.O. without any major complications.

(v) It has emerged that the statistical records and reports requirements of UNRRA and A.C.A. vary to an unnecessary degree resulting in considerable increased work at Camp Levels. This is wasteful of staff and time and urgent steps should be taken to examine and correct the position.

28. Recommendations on Organisation and Staff.

(vi) For UNRRA action.

- (a) Maximum contraction of Dp Headquarters and Field Staff consistent with efficiency should be pursued.
- (b) Proposals for consolidation of UNRRA Camps and elimination of Zone Headquarters as such should be proceeded with as expedient.
- (c) A policy of increasing utilisation of local Austrian services should be ~~discussed with authorities~~ followed.
- (d) Possibility of transfer of Austrian DP's to Germany should be discussed with authorities.
- (e) Census of such DP Class I staff as are willing to continue serving after the UNRRA period should be taken and transmitted to IRO.
- (f) Decide firm policy on uniforming of Class II DP's. This is NOT recommended.
- (g) Examine form and coordinate statistical reports requirements between A.C.A. and UNRRA.

(vii) For I.R.O. action.

- (a) Determine extent of Field Organisation essentially required to continue requisite functions.
- (b) Advise extent to which UNRRA personnel will be acceptable to IRO.
- (c) Agree proposed UNRRA reorganisation as acceptable to IRO or request consideration of modifications which it might be possible to introduce advantageously prior to IRO assumption of responsibility.
- (d) Determination of extent of use of Voluntary Agencies and negotiation of appropriate agreements with these bodies.

G. SUPPLY AND TRANSPORT

29. Present Organisation.

- (i) Food Supplies. Food is provided out of general Austrian resources i.e., UNRRA imports and indigenous resources at the current Austrian ration level. It is provided without charge to UNRRA but is collected by camps by UNRRA transport from the local Burgomeisters. Food supplies for transient Jews are furnished by U.S. Army.
- (ii) POL. POL provision is a military responsibility, subject to reimbursement by UNRRA for POL for administrative, as distinct from operational, purposes.
- (iii) Amenity Supplies. As a basic supply amenity supplies are theoretically furnished by the Army. In effect Voluntary Agencies have provided small quantities and the Army have provided to a very limited extent only out of captured enemy stocks. UNRRA has a \$120,000 import programme which is estimated to suffice until the end of March.
- (iv) Clothing etc. There is no provision made for clothing supplies (other than blankets) from UNRRA, Army or governmental sources and this is an urgent need.
- (v) Medical Supplies. are presumably a government responsibility. Adequate supplementary supplies are available to UNRRA through January.

(vi) Administrative supplies are the responsibility of UNRRA. Food for Class I personnel are drawn on a reimbursable basis from the Army.

30. UNRRA maintains a Central Warehouse from which there are distributed, Administrative supplies, FK, medical supplies, amenity supplies and voluntary agency supplies contributed to UNRRA. Each Zone maintains a small warehouse for supplies drawn from military and civilian sources.

UNRRA services its own vehicles including the provision of spares, doing some repairs in camps and Zone H.Q. and also maintains a central workshop for heavy repairs.

31. Conclusions on Supply and Transport

(i) Since provision of all basic supplies (other than FOL) is supplied by the Austrian Government from UNRRA imports and local resources and to the extent that UNRRA supply lines will be exhausted in a relatively few months, it is essential that alternative methods of supply be planned immediately.

(ii) Unless the Austrian Government is provided with alternative supply lines, Military Government will be the only agency through which basic supplies could be provisioned.

(iii) Whilst the operation and maintenance of transport for servicing UNRRA D.P. camps is an UNRRA responsibility, there are indications that it might be possible for the Austrian Government to assume this responsibility in the near future and it is the opinion of A.C.A. that this could be done and sufficient military pressure maintained on local authorities to ensure adequate local service.

32. Recommendations on Supply and Transport

(iv) For UNRRA action

- (a) Immediate clarification of US/UK policy in respect of provision of basic supplies is essential. It is recommended that the present policy of provisioning through Austrian Government channels continue.
- (b) Austrian Mission to develop from time to time use of local Austrian Transport services to maximum possible extent consistent with economy and efficiency.

(v) For I.R.O. action

- (a) Negotiate agreements with the Austrian Government and A.C.A. for continuation of supply arrangements.
- (b) Policy decision on and implementation of Amenity Supply Programme.
- (c) Decision on provision of FOL supplies.

H. FINANCE

33. Financial requirements of Austrian D.P. Operations (as estimated in Austrian Mission's 2nd quarter 1947 budget) would include:-

- (i) Estimated budget for self-contained D.P. operations subsequent to 1st April, 1947 (including salaries and wages of Class I and Class II personnel)

(a) Dollar and sterling payments equivalent to	<u>£390,000</u>
(b) Local currency furnished by Austrian Govt.	<u>£110,000</u>
Total	<u>£500,000</u>

- (ii) Food and other basic supplies to be furnished through Austrian economy (both imported and indigenous supplies):

Not estimated.

- (iii) Payments made direct through Austrian Burgomeisters for wages in camps and other local services not directly provided through UNRRA employees:

Not estimated.

34. At present expenditure incurred under 33(i)(a) above is met from UNRRA resources. Expenditure under 33 (i)(b) is met by UNRRA from local currency provided to UNRRA free of charge by the Austrian Government under the UNRRA-Austrian Agreement, and this arrangement will continue so long as UNRRA continues the D.P. Operation. Expenditure under 33(ii) is dealt with under Supplies and Transport. Expenditure under 33(iii) is met directly by the Austrian Government.

35. It will, therefore, be essential for I.R.O. to make arrangements with the Austrian Government and A.C.A. to continue the arrangements for meeting expenditure under 33(iii) on the same basis as at present.

36. It will also be essential for I.R.O. to negotiate with the Austrian Government for some arrangement for the provision of local currency to meet expenditure under 33(i)(a). There is a good case for the use of part of the proceeds of sale of UNRRA supplies for the provision of those local currency requirements and there seems no reason why the Austrian Government should not be required to do this. The co-operation of both A.C.A. and UNRRA will be required but it would seem to be politically possible.

37. Recommendations on Finance

For I.R.O. action

- (i) Decision as to financial basis of operation and what costs are to be borne by I.R.O.
- (ii) Negotiation with Austrian Government, A.C.A. and UNRRA as to provision of local currency and continuation of direct financing of locally provided supplies, services and labour.

APPENDIX C

VOLUNTARY SOCIETIES AFFILIATED WITH UNRRA - AND WORKING WITH D.P.'S

Jewish Committee for Relief Abroad - welfare work in camps in British Zone.
Co-operative American Remittances to Europe - packages only.
World Council of Churches - religion and relief in camps.
International Rescue and Relief Committee - immigration to U.S.
Polish Red Cross - relief and rehabilitation in camps.
U.S. Committee for Care of European Children - immigration
World's YM/YWCA - welfare work
Czech Red Cross - child tracing
Vaad Hatzala - immigration
Hebrew Immigrant Aid Society - immigration

VOLUNTARY SOCIETIES AFFILIATED WITH UNRRA - WORKING WITH AUSTRIANS

Co-operative American Remittances to Europe - packages only
American Friends Service - supplementary feeding
Aid to Austria - supplementary feeding
National Catholic Welfare Committee - relief (food, clothing and medicines)
Apostolic Christian Church - relief supplies
World Council of Churches - relief.

VOLUNTARY SOCIETIES NOT AFFILIATED WITH UNRRA - WORKING WITH D.P.'S

British Red Cross and Order of St. John
British Save the Children
Catholic Committee for Relief Abroad
British Friends Relief Service
Salvation Army
Boy Scouts
American Joint Distribution Committee

VOLUNTARY SOCIETIES NOT AFFILIATED WITH UNRRA - WORKING WITH AUSTRILIANS

British Red Cross and Order of St. John
British Save the Children
Catholic Committee for Relief Abroad
British Friends Relief Service
Salvation Army
Boy Scouts
Don Suisse
Swedish Relief for Austria
International Red Cross
Danish Red Cross
Danish Save the Children
Unitarian Service Committee.

REPORT ON BASIC CONSIDERATIONS AFFECTING TRANSFER
OF D.P. OPERATIONS IN ITALY TO I.R.O.

A. PREAMBLE.

1. It is to be assumed that the projected Peace Treaty will admit of a degree of autonomy in the field of D.P. policy activities which will permit the Italian Government to take an active part in the problem as affecting Italy.
2. Whether the Peace Treaty is concluded or not it is clear that the Italian Government should at the earliest possible opportunity be admitted to full partnership in D.P. responsibilities in Italy.
3. It is certain that immediately upon the signing of a Peace Treaty and the withdrawal of the Armed Forces, the complete co-operation of the Italian Government is a sine qua non for any continuing D.P. operation in Italy, and at that time, if not before, the Italian Government should be invited to participate fully as equal partners in all decisions affecting the Italian D.P. programme.
4. In the event that I.R.O. or the Interim Commission might take over D.P. responsibilities for UNRRA before 30th June, 1947, it must be emphasised that whether or not all relevant UNRRA D.P. funds are transferred to those bodies or otherwise, no arrangement exists for the free provision of lire by the Italian Government except under UNRRA agreements. Unless, therefore, equally advantageous arrangements can be concluded by I.R.O. both in respect of provision of lire and requisition of property and facilities, there exists an obvious advantage in UNRRA as such continuing to operate the D.P. programme until 30th June.
5. However it would seem desirable as current policy that UNRRA should contract its D.P. Organisation in Italy to the maximum extent compatible with efficiency and that the overall UNRRA closure programme in Italy should proceed along the lines laid down at the 5th Council Session.
6. Whilst the conclusions and recommendations detailed in this report have been discussed with the Chief of the Italian Mission, we have not considered or attempted to formulate any proposals on "ways and means" and have made it clear that both policy to be followed and agreed method of detailed implementation will emanate from ERO.
7. Certain wider special problems common to the D.P. programme as a whole, such as repatriation, standard of maintenance, employment, records and repatriation, have been considered and will be dealt with in our general report upon conclusion of our survey in other D.P. theatres.

B. SCOPE OF THE OPERATION

8. Size of D.P. Problem.

1. D.P.'s eligible for UNRRA assistance:-

(a)	In UNRRA camps approximately	8,000
(b)	Hachsharah (Jewish Training Centres administered by AJEC)	7,500
(c)	UNRRA care outside Camps	7,500
		<u>23,000</u>
(d)	Possible increased Jewish migrant D.P.'s.	25,000

ii. D.P.'s presently ineligible for UNRRA care:-

- | | | |
|-----|--|--------|
| (a) | In A.C. Camps (primarily Yugoslavs and Polish post-hostility refugees) | 15,000 |
| (b) | Dissident POW/Surrendered Enemy Personnel under Military care (including 1,000 Yugoslavs, 11,000 Chetniks and 9,000 Ukrainians) | 22,000 |

iii. Miscellaneous Groups not likely to fall under either UNRRA or I.R.C. jurisdiction:-

- | | | |
|-----|---|-------------------------------------|
| (a) | Prisoners-of-war (mostly German) | Estimate unknown. |
| | 2nd Corps Polish Group | Estimated at approximately 75,000 |
| (b) | Miscellaneous aliens absorbed in Italian economy | Estimated at from 75,000 to 100,000 |

9. UNRRA Functions.

- i. Accommodation and maintenance including food, clothing, medical services, welfare services and supplementary assistance (e.g. cash or food grants to D.P.'s residing outside Camps).
- ii. Repatriation including documentation and transportation (since 5th Council this will include services ancillary to resettlement).
- iii. Registration and tracing.
- iv. Liaison with A.C., Military and Italian and other Governments in connection with above.
- v. Processing of transient D.P.'s repatriated through Italy under UNRRA regis.

10. CONCLUSIONS.

- i. In conversations with representatives of A.C. and AFHQ, it emerged that special problems will arise on the conclusion of the Italian Peace Treaty and the withdrawal of the Military (expected 90 days later). In fact the Military authorities made it clear that they intended to exert every possible pressure on the U.S. and U.K. Governments to terminate their responsibility for D.P. categories enumerated in paragraph 1 (ii). It was stated in the course of conversations that the British Military authorities at least, favoured the immediate handing over of this group as a responsibility of the Italian Government. We were given to understand, however, that both the U.S. Army and Government were opposed to this course.
- ii. It is our conclusion that in view of the above, and further, in consequence of the imminent movement of Army Headquarters to the North of Italy, that it is highly probable that means will be sought by the relative Governments to extend UNRRA's responsibility (under 5th Council Resolutions) to include these categories as an UNRRA responsibility.

- iii. If I.R.O. is likely to assume responsibility for these groups in Italy, there is much in favour from an organisational standpoint, of UNRRA extending its operations to include them, since their feeding and local currency financing presently obtains through the Italian Government which condition would continue in the UNRRA period. A few additional Class I personnel only would be required, and their retention under Closure Plans would at this time be feasible. The mechanical problem of final transfer to I.R.O. would thus be materially simplified and it would be beneficial to the D.P.'s themselves. However, these groups present a serious political problem in which it is desirable not to become involved and might in fact not, in a great many cases, be eligible even under the I.R.O. definition.

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11. RECOMMENDATIONS OF SCOPE.

i. For UNRRA Action.

- (a) The Administration should, as far as possible, avoid obligating UNRRA as such to expand present scope of D.P. activities by extension of eligibility. Similarly, UNRRA Mission should continue to restrict activity to the minimum by the application of existing eligibility rules.
- (b) The UNRRA Mission should hasten termination of its activities relating to:-
 - i. Welfare assistance, food packages, cash grants and all similar assistance to D.P.'s residing outside of UNRRA Camps (there are approximately £ 7,000 people receiving such assistance).
 - ii. Unnecessary functions relating to care and processing of transient D.P. repatriates not moving under UNRRA aegis.

ii. For I.R.O. Action.

- (a) Early decision will be required as to the extent to which I.R.O. will be committed to the care of, or assistance to, categories of D.P.'s. not currently under UNRRA care in Italy, in line with I.R.O. definition of eligibility.
- (b) Decision as to extent of I.R.O. responsibility in respect of transient D.P.'s.

C. ORGANISATIONAL STRUCTURE.

12. Organisation.

- i. Present organisation of D.P. Division of UNRRA Italian Mission is set out at Appendix A.
- ii. Revised interim organisation prepared by UNRRA Italian Mission and at present under Mission consideration in connection with closure is set out at Appendix B.

- iii. Revised Field organisation prepared and under tentative consideration by the UNRRA Italian Mission as a target for final Mission re-organisation towards eventual suitability of such organisation for I.P.O. is set out at Appendix C. This tentative thinking is based on the assumption that local Italian facilities and services will be able to replace almost all present "mechanical" UNRRA services.
- iv. Staff. Existing and projected staff requirements are set out at Appendix D.
- v. It must be emphasised that Appendix B, C and D in nowise purport to be the final considered proposals of the Mission and are not to be regarded at this stage as representing anything more than their most tentative and preliminary thought.
- vi. The object of the proposed re-organisation is

In the interim stage:-

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- (a) To concentrate Administrative and Supply functions hitherto performed by D.P. Division staff into regional offices with a view to saving manpower and duplication of common functions.
 - (b) To concentrate D.P.'s into fewer camps in the South with consequent savings in manpower and overheads.
 - (c) To abolish transient camps for the processing of individual repatriates consequent upon the improvement of through transit facilities rendering such assistance non-essential.
 - (d) To transfer operational "mechanics" to local agencies and personnel to the greatest extent possible.

In the Final stage:-

- +
- (e) To abolish regional offices as such and to substitute where necessary "group" inspectors or assistants working out of Headquarters on a small scale as necessary.

13. Special Problems inherent in the proposed re-organisation.

- i. The reluctance of D.P.'s themselves to move from existing quarters (this is stated to be a very real problem).
- ii. Dependence upon increased local responsibility for maintenance of essential services (e.g. transport and supply lines) which has to date not given reliable results.
- iii. Possible assumption of additional responsibilities as a result of extension of eligibility under UNRRA 5th Council Resolutions.

14. Voluntary Organisations.

- i. No "group" service is performed by Voluntary Agencies in the D.P. Operation.
- ii. Voluntary Agency personnel (representing mostly Jewish agencies and numbering 33 persons) work on individual D.P. assignments.
- iii. Voluntary Agency units as such, however, operate on other than D.P. welfare projects for the UNRRA Mission.

15. CONCLUSIONS.

- i. As a result of the conversations held on the general scope and policy and operating problems facing the Mission, and particularly having regard to the fact that the D.P. Division has up to the present operated largely as a self-contained unit it is our opinion that it has performed its functions effectively with surprisingly few Class I employees.
- ii. Having regard, however, to the fact that UNRRA is actively responsible for only 8,000 D.P.'s in UNRRA camps and for providing major feeding assistance only to a further 7,400 in Hachsharahs, the total number of employees engaged (i.e. 1,277 Class I, II and III) is astonishingly large, involving the use of approximately one UNRRA employee to eight D.P.'s receiving direct UNRRA care, one to sixteen receiving direct and indirect assistance and one to twenty of all eligible D.P. categories. In our view this position involves a higher employment overhead than can be justified by any conditions and is a most excessive organisational and financial burden, which on financial grounds alone, would not be possible to pass on to I.R.O.
- iii. Far greater emphasis should be placed on the use of local facilities and services and the Interim and Final re-organisations now contemplated should aim directly at achieving this objective. Re-organisation presently being initiated by the Mission points clearly to the need and possibility of this approach.
- iv. Camp services which should be performed by the D.P.'s themselves are being provided to the maximum extent by UNRRA employees (with the exception of the Hachsharahs where all such ~~camp~~ services are performed by the D.P.'s without remuneration). This is unnecessary and extravagant and not in line with established practice either in Germany, Austria or the Middle East.
- v. From discussions held, it seems probable that some part, if not the whole, of at least the Headquarters registration and tracing functions performed by UNRRA might possibly be transferred to the Italian Government.

16. RECOMMENDATIONS.

i. For UNRRA Action.

- (a) Re-organisation of D.P. Operations by the Italian Mission in line with the proposed Closure Plans with a view to evolving a small but efficient structure of Class I and Class II personnel which could be transferred to I.R.O.
- (b) Drastic reduction of Class II employees and greater utilisation of D.P.'s in Camp employment.
- (c) Maximum substitution of local Italian services in the field of Supply, Transport and Communications.
- (d) Preparation by the Mission of a tentative organisational Headquarters structure to include essential functions of an Administrative nature necessary to provide a self-contained D.P. Operation to I.R.O. The Headquarters structure should be small. This should not be interpreted as affecting in any way the Mission "Closure Plan".

/(e)

- (e) Mission should initiate enquiries as to the willingness of staff to continue serving in D.F. functions subsequent to transfer to I.R.O.
- (f) Tentative proposals under (d) and (e) arrived at should be submitted to ESO with recommendations as to suitable personnel who could be made available by the Mission for transfer to I.R.O. for filling proposed posts.
- (g) Arrangements should be made for necessary UNRRA owned administrative and operational supplies and equipment to be turned over to I.R.O. without charge.
- (h) ~~known~~
Exploration of possibility of transfer, in whole or part, of Headquarters functions of registration and training to Italian Government.

*this should
already have
been done*

11. For I.R.O. Action

- (a) Agreement of I.R.O. to UNRRA proposed final re-organization at Appendix G as being basically acceptable to them.
- (b) Negotiation by I.R.O. of continuing agreement with Italian authorities (and other agencies) for extension to I.R.O. of facilities accorded to UNRRA under the basic agreements.
- (c) Screening of personnel in conjunction with ESO and the Italian Mission with a view to absorbing those required into I.R.O.
- (d) Exploration of extent to which use of Voluntary Agencies could be advantageously exploited. It is recommended that the experience of the Italian Mission should be widely drawn upon when considering this aspect..

D. SUPPLIES AND TRANSPORT.

17. Present Organization.

- i. Basic Supplies for D.F.'s are met from imported UNRRA supplies against the overall Italian programme (excluding amenity supplies which are separately provided) and by local purchases in respect of indigenous availability.
- ii. Supplies are warehoused regionally in UNRRA controlled "D.F." warehouses.
- iii. Supplies are transported to and from ports, warehouses and camps by UNRRA transport (see Appendix F) and by mail.
- iv. To a limited but useful extent, available motor transport is utilised to assist repatriation movements and special emergency projects not connected with D.F. Operations.

18. DISCUSSION.

- i. Since the Mission estimates that approximately 700 tons of foodstuffs only is required monthly for the maintenance of 25,000 D.F.'s under direct UNRRA care, it is considered practicable and logical to acquire necessary supplies through local channels whether of imported or of indigenous origin. This conclusion holds true for the balance of the UNRRA period in view of the gradual running down of the UNRRA supply programme, as well as for the continuing I.R.O. operations, even though the number of eligible D.F.'s is doubled since the comparatively very small tonnage and range of food items would not appear to justify a separate import programme.

- ii. There appears consequently to be no essential need for retention of USRA warehouses.
- iii. It is our conclusion from reports received, though not entirely agreed by the Mission, that adequate local road transport facilities are available to service all D.F. operational requirements. However, it is recognised that in certain circumstances it may be more economical to operate separate transport facilities.
- iv. The present USRA D.F. ration appears to be on the generous side of varied items and we think that the time is fast approaching when adjusting food ration of D.F.'s to the normal rationing programme of Italy shall not be very seriously considered as desirable.

19. RECOMMENDATIONS

i. For USRA Action:

- (a) Future supply provisioning of both USRA imported supplies (whilst these continue) and of local produce, should be through Italian channels and not segregated into USRA warehouses, which should be closed down.
- (b) USRA motor transport organisation should be limited to essential Administrative vehicles and operational requirements found under local arrangements consistent with economy.

ii. For I.R.O. Action.

- (a) Agreement to continuing arrangements as recommended above.
- (b) Arrange transfer of appropriate supplies and essential Administrative vehicles from USRA.

B. INTER-ARMY RELATIONS.

20. Italian Government.

- i. USRA D.F. Operations are conducted under two agreements with the Italian Government which provide inter-alia the following facilities:-

- (a) D.F. Accommodation and other property required for D.F. programme.
- (b) Transportation for USRA personnel and supplies.
- (c) Immunity of USRA personnel and funds from Italian taxation.

In addition, under the agreements, lire are available for meeting all Italian currency expenses.

Other Governments.

- ii. USRA maintains liaison and negotiates repatriation programmes with appropriate National Governments.

/Allied.

Allied Commission.

- iii. UNHRA maintains liaison with A.C. on common interests.

Allied Military Command.

- iv. UNHRA operates D.P. programme by agreement with SACMED under which UNHRA has assumed complete responsibility for eligible B.P's, SACMED retaining responsibility for ineligibles.

21. RECOMMENDATIONS.

- i. I.R.O. will require to negotiate:-

- (a) Arrangements with Italian Government covering overall relations and:-

- i. Operations generally including immunities.
- ii. Provision of Administrative Camp accommodation and facilities, with particular reference to continuation of requisitioning arrangements as necessary.
- iii. Provision of lire funds.
- iv. Supplies - local provision.
- v. Transportation.

- (b) Relationships with Allied Commission, Allied Military Command and Other Governments.

F. FINANCIAL REQUIREMENTS.

22. There were no firm figures available upon which to base any estimate of cost of the D.P. Operation.

23. The Mission advises that it is able to segregate approximate figures of local currency expenditures as affecting D.P. Operations, but will require information from ERO in respect of expenditures in foreign exchange.

24. When preparing statements of approximate costs of the D.P. Operation, it will be necessary to bear in mind that parallel approximations devised for I.R.O. would require to take into account likely wide fluctuations in prices and services, as well as possible fluctuation in exchange, which will affect any budget calculations based on costs of Italian provided supplies and services.

25. Main heads (for both "In Camp" and "Out of Camp" expenses) under which estimates of cost should be provided are:-

- (a) Food (including local purchase).
- (b) Transport.
- (c) Wages (Class I, II and III).
- (d) Medical Services and Supplies
- (e) Administrative overheads (including rent)
- (f) Communications
- (g) Repatriation
- (h) Supplies (both of a capital and expendable nature) e.g., clothing, bedding, furniture, cooking utensils etc., etc.

26. RECOMMENDATIONS.

For UNRRA Action.

- (a) Italian Mission should immediately initiate an analysis of approximate cost (under main heads) appropriate to the proposed re-organisation plan, making due allowance for Headquarters overheads at present included in overall Mission expenses, and which would require to be segregated under an independent D.P., I.R.O. Headquarters in Italy.

For I.R.O. Action.

- (a) Negotiate with UNRRA and the Italian Government for a contribution from the lire fund to meet local currency expenses in the continuing D.P. Operation under I.R.O. It is considered appropriate that the Italian Government should give favourable consideration to such a proposal since it would constitute a very real argument for their entry to full membership of I.R.O. (if the Peace Treaty makes this possible) and it would further constitute the most practical possible assistance without strain on the Italian economy.
- (b) Negotiate with the Italian Government most favourable terms for local facilities and services.
- (c) Budget adequate funds for the operation.

MINUTE SHEET.

Reference WR 105 EP/AA

25th September, 1946.

To : Miss F. K. Kernohan
From : E. Perman.

JOINT UNRRA UNO PLANNING COMMISSION WORKING PAPERS

1. Sections on Personnel and Supplies.

I have not been through these in detail but you will note that certain instructions were recommended in the personnel regulations, whereby employees transferred from UNRRA were given special consideration, for example:

services with UNRRA will be taken into consideration and accredited on home leave records etc.

2. Relations with Governments, Military Authorities and Voluntary Agencies.

No provision is made for machinery to negotiate when I.R.O. and Military policy is in conflict and the matter cannot be resolved by discussion between the Military Commander and the Field Units. It might be useful to have some procedure established which would deal with a situation such as the present conflict between UNRRA military policy in the British Zone, Germany.

Page 6. This evades the question whether consent of the representative of the country of origin is necessary before individuals are considered for resettlement.

3. Operations

There are certain discrepancies between figures given by E.R.O. Statistical Analysis of 30 June 1945 and those in the report. Statistical Analysis have commented as follows:-

- (a) There is some difficulty in explaining how the total figure of 813,006 was achieved, Miss Luten suggests that the figures of displaced persons under UNRRA care in the Far East, have been added twice.
- (b) Number of displaced persons receiving UNRRA assistance. The report gives a figure of 711,430, this is the figure given in the cabled report from Germany and was later corrected to 709,400.
- (c) Number of Assembly Centres. For Germany, Austria and the Middle East, there is no comment, but it is pointed out that the Italian figure includes Centres administered by UNRRA plus those administered by the Military assisted by UNRRA.
- (d) Number of Assembly Teams. No comment.
- (e) Number of Class 1 personnel. No comment on the figures for Germany, Italy and the Middle East. The nearest figures for Austria are 406 which were the figures for personnel at Zone and Area Headquarters and Assembly Centres plus the Motor Transport Unit. This latter Unit was 76 and has now been taken out of the statistics for displaced persons personnel.
- (f) Miss Luten commented that the average number of persons per camp, according to her estimate, would be nearer 2,500 rather than 3,000.

Page 2, Election of Governing Body. No mention is made here of three monthly re-elections of such a Body which was recommended in

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- 2 -

Directive E.

Page 2, Education. This is inclined to give the impression that UNRRA is providing educational supplies, as no mention is made that the basic source of educational supplies is the Military Authorities. There is also no suggestion that the Government representatives might provide some supplies and participate in the planning of such a programme. The comment on page 5 that:-

" UNRRA was planning and stimulating such a programme", might prove dangerous.

Page 3, Establishment of Universities for Higher Education. As specific mention is made of displaced persons Universities as part of the UNRRA educational programme, are we sufficiently sure to make such a general recommendation as on page 7 which would indicate that I.R.O. should continue to provide these services for displaced persons ?

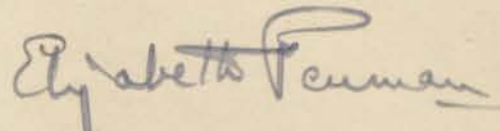
Page 7, Tracing. It is implied that I.R.O. take over the Central Tracing Bureau but there is no mention that UNRRA is pressing for this to be transferred to the Allied Control Council as an interim step. In view of Sir Humphrey Gale's comment at the C.C.E, this might confuse some Government Delegates.

Page 9, Recommendation for Screening Teams. There is no indication that the policy of having Government representatives on Screening Teams has met with opposition from the occupying Military Authorities and is not operating satisfactorily in any Zone.

4. Organisation.

Page 1. Geneva, Paris, Brussels, The Hague, Copenhagen and Prague are recommended as suitable locations for the new Headquarters of the I.R.O. Sir Humphrey Gale, in the Administrative Council 10 September 1946 Minute 6852 stated:-

" the aim should be to build up Central Headquarters Germany so that it should become the Headquarters of I.R.O. at a later date."



ELIZABETH PENMAN
Welfare & Repatriation Division.

EP/AA

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL

UNRESTRICTED

E/164/Rev.1
2 October 1946

ORIGINAL: ENGLISH

UNITED STATES DELEGATION

INTERIM ARRANGEMENTS - REFUGEES AND DISPLACED PERSONS

(Note: The words underlined are those which do not appear or have been changed from E/164. Two paragraphs in E/164 have been deleted completely: Paragraph 2 (c) (ii) and Paragraph 6)

THE ECONOMIC AND SOCIAL COUNCIL

HAVING reviewed the Constitution of the International Refugee Organization in the light of the comments thereon by Members of the United Nations; and

HAVING considered the Report of the Committee on the Finances of the International Refugee Organization established under resolution of the Council of 21 June 1946 and the comments thereon of Members of the United Nations; and

HAVING taken into account the Draft Report of the Secretary-General on the initiation of the work of the IRO; and

CONSIDERING that all possible measures should be taken to expedite the establishment of the International Refugee Organization, to provide for an orderly transfer of functions to it from existing organizations, and to ensure, in the period previous to the coming into effective operation of the organization, the maximum of effort for the accomplishment of these purposes;

REQUESTS the Secretary-General, pending the establishment of the Preparatory Commission referred to in the annexed interim arrangement, to take such further steps, as may be appropriate to plan, in consultation with UNRRA and the IGC, the initiation of the work of the IRO; and

RECOMMENDS that the General Assembly adopt the annexed resolution.

THE GENERAL ASSEMBLY

NOTING that action has been taken pursuant to the resolution concerning refugees and displaced persons adopted by the General Assembly on

12 February 1946, as follows:

- (a) the establishment by the Economic and Social Council of a Special Committee on Refugees and Displaced Persons under a resolution of the Council of 16 February 1946;
- (b) the making of a report by the Special Committee to the second session of the Council;
- (c) the adoption of a draft constitution for an International Refugee Organization and the creation of a Committee on the Finances of the International Refugee Organization by the Council under a resolution of the Council of 21 June 1946;
- (c) the circulation to Members of the United Nations for their comments of the draft constitution and the report of the Committee on Finances;
- (e) the final approval by the Council of the Constitution, the adoption by the Council of an arrangement for a preparatory commission, and the transmittal of both these instruments to the General Assembly, under a resolution of the Council of October 1946;

Having considered the constitution of the International Refugee Organization and the arrangement for a preparatory commission as approved by the Economic and Social Council;

Considering that every effort should be made to provide for the early establishment of the International Refugee Organization and the provision of measures during the interim period designed to facilitate such establishment;

- (a) approves the Constitution of the International Refugee Organization and the Arrangement for Preparatory Commission as annexed hereto;
- (b) requests the Secretary-General to open these two instruments for signature and, in the case of the Constitution, to open it for signature either with or without reservation as to subsequent acceptance;

- (c) urges Members of the United Nations to sign these two instruments and, where constitutional procedures permit to sign the Constitution without reservation as to subsequent acceptance.
- (d) authorizes the Secretary-General to make such staff available to the Preparatory Commission as may be deemed necessary and desirable;
- (e) approves an advance of funds to the Preparatory Commission for expenses incurred by it in the performance of its functions.

INTERIM ARRANGEMENT

THE GOVERNMENTS which have signed the Constitution of the International Refugee Organization,

Having determined that they will take all measures possible to accomplish expeditiously the coming into effective operation of that Organization and to provide for an orderly transfer to it of the functions and assets of existing organizations,

Having decided that, pending the coming into force of the Constitution of the Organization, a Preparatory Commission for the International Refugee Organization should be established for the performance of certain functions and duties,

AGREE to this Arrangement as follows:

1. There is hereby established a Preparatory Commission for the International Refugee Organization, which shall consist of one representative from each government signatory to the Constitution. The Director of the Inter-governmental Committee on Refugees, the Director General of the United Nations Relief and Rehabilitation Administration, and the Director of the International Labour Organization, or their representatives, shall be invited to sit with the Commission in a consultative capacity.
2. The Commission shall:
 - (a) Take all necessary and practicable measures for the purpose of bringing the Organization into effective operation as soon as possible;

- (b) Arrange for the convening of the General Council in its first session at the earliest practicable date following the entry into force of the Constitution of the Organization;
 - (c) Prepare the provisional agenda for this first session as well as documents and recommendations relating thereto;
 - (d) Suggest plans, in consultation with existing organizations and the Control Authorities, for the programme for the first year of the Organization;
 - (e) Prepare draft financial and staff regulations, and draft rules of procedure for the General Council and the Executive Committee.
3. The Commission may, in its discretion and after agreement with existing organizations dealing with refugees and displaced persons, take over any of the functions, activities, assets, and personnel of such organizations, provided that the Commission is satisfied that this is essential in order to accomplish the orderly transfer to the International Refugee Organization of such functions or activities.
4. The Commission shall be governed by the rules of procedure of the Economic and Social Council of the United Nations so far as these are applicable.
5. The Commission shall appoint an Executive Secretary, who shall serve the Commission in that capacity and perform such duties as the Commission may determine. He shall be responsible for the appointment and direction of such staff as may be required for the work of the Commission.
6. The expenses incurred by the Commission may be met by advances from such governments as choose to make advance contributions, which shall be deductible from their first contributions to the Organization; and from such funds and

assets as may be transferred from existing organizations to meet the cases provided for in paragraph 3 above.

7. The first meeting of the Commission shall be convened as soon as practicable by the Secretary-General of the United Nations.

8. The Commission shall cease to exist upon the election of the Director General of the Organization, at which time its property, assets, and records shall be transferred to the Organization.

9. This Arrangement shall be effective as from this date, and shall remain open for signature by Members of the United Nations which sign the Constitution of the International Refugee Organization until the Commission is dissolved in accordance with paragraph 8.

IN FAITH WHEREOF, the undersigned representatives, having been duly authorized for that purpose, sign this Arrangement in the English and French languages, both texts being of equal authenticity.

DONE at _____, this _____
day of _____, one thousand nine hundred and
forty _____

DRAFT CONSTITUTION FOR THE INTERNATIONAL REFUGEE ORGANIZATION

(This Text Incorporates Amendments Agreed on by the Council)

PREAMBLE

The Governments accepting this Constitution RECOGNIZING

that genuine refugees and displaced persons constitute an urgent problem which is international in scope and character;

that as regards displaced persons, the main task to be performed is to encourage and assist in every way possible their early return to their country of origin;

that genuine refugees and displaced persons should be assisted by international action either to return to their countries of nationality or former habitual residence or to find new homes elsewhere;

that genuine refugees and displaced persons, until such time as their repatriation or re-settlement and re-establishment is effectively completed, should be protected in their rights and legitimate interests and should receive care and assistance, and as far as possible should be put to useful employment in order to avoid the evil and anti-social consequences of continued idleness, HAVE AGREED, for the accomplishment of the foregoing purposes in the shortest possible time, to establish and do hereby establish, a non-permanent organization to be called the International Refugee Organization, a specialized agency to be brought into relationship with the United Nations, and accordingly HAVE ACCEPTED the following ARTICLES.

ARTICLE I

MANDATE

The mandate of the Organization shall extend to refugees and displaced persons in accordance with the principles, definitions and conditions set forth in Annex I, which is attached to and made an integral part of this Constitution.

ARTICLE II

FUNCTIONS AND POWERS

1. The functions of the Organization to be carried out in accordance with the

purposes and the principles of the Charter of the United Nations, shall be the repatriation; the identification, registration and classification; the care and assistance; the legal and political protection; the transport; and the re-settlement and re-establishment in countries able and willing to receive them, of persons who are the concern of the Organization under the provisions of Annex I. Such functions shall be exercised with a view:

(a) To encouraging and assisting in every way possible the early return to their country of nationality or former habitual residence of those persons who are the concern of the organization, having regard to the principles laid down in the resolution on refugees and displaced persons adopted by the General Assembly of the United Nations on 12 February 1946, (Annex III) and to promoting this by all possible means, in particular by providing them with material assistance, adequate food rations for a period of three months from the time of their departure from their present places of residence provided they are returning to a deficit food area in a country suffering as a result of enemy occupation during the war and provided such food shall be distributed under the auspices of the organization; and the necessary clothing and means of transportation; and,

(b) with respect to persons other than those included in paragraph (a) above to facilitating (i) their re-establishment in countries of temporary residence, (ii) the emigration to and re-settlement and the re-establishment in other countries of individuals or family units, and (iii) as may be necessary and practicable, within available resources and subject to the relevant financial regulations, the investigation, promotion or execution of projects of group re-settlement or large-scale re-settlement.

2. For the purpose of carrying out its functions, the Organization may engage in all appropriate activities, and to this end, shall have power:

- (a) to receive and disburse private and public funds;
- (b) as necessary to acquire land and buildings by lease, gift or, in exceptional circumstances only, by purchase, and to hold such land and buildings or to dispose of them by lease, sale or otherwise;

- (c) to acquire, hold and convey other necessary property;
- (d) to enter into contracts, and undertake obligations;
- (e) to conduct negotiations and conclude agreements with governments;
- (f) to consult and co-operate with public and private organizations whenever it is deemed advisable insofar as such organizations share the purpose of the Organization and observe the principles of the United Nations;
- (g) to promote the conclusion of bilateral arrangements for mutual assistance in the repatriation of displaced persons, having regard to the principles laid down in paragraph (c) (ii) of the Resolution adopted by the General Assembly of the United Nations on 12 February 1946 regarding the problem of refugees (Annex III);
- (h) to appoint staff, subject to the provisions of Article IX of this constitution;
- (i) to undertake any project appropriate to the accomplishment of the purposes of this Organization;
- (j) to conclude agreements with countries able and willing to receive refugees and displaced persons for the purpose of ensuring the protection of their legitimate rights and interests insofar as this may be necessary;
- (k) and in general, to perform any other legal act appropriate to its purposes.

ARTICLE III

RELATIONSHIP TO THE UNITED NATIONS

The relationship between the Organization and the United Nations shall be established in an agreement between the Organization and the United Nations as provided in Articles 57 and 63 of the Charter of the United Nations.

ARTICLE IV

MEMBERSHIP

1. Membership in the Organization is open to Members of the United Nations. Membership is also open to any other peace-loving States, not Members of the

United Nations, upon recommendation of the Executive Committee, by a two-thirds majority vote of Members of the General Council present and voting, subject to the conditions of the agreement between the Organization and the United Nations approved pursuant to Article III of this Constitution.

2. Subject to the provisions of paragraph 1, the members of the Organization shall be those States whose duly authorized representatives sign this Constitution without reservation as to subsequent acceptance and those States which deposit with the Secretary-General of the United Nations their instruments of acceptance after their duly authorized representatives have signed this Constitution with such reservation.

3. Members of the Organization which are suspended from the exercise of the rights and privileges of Membership of the United Nations shall, upon request of the latter, be suspended from the rights and privileges of this Organization.

4. Members of the Organization which are expelled from the United Nations shall automatically cease to be members of this Organization.

5. With the approval of the General Assembly of the United Nations members of the Organization which are not members of the United Nations and which have persistently violated the principles of the Charter of the United Nations may be suspended from the rights and privileges of the Organization, or expelled from its membership by the General Council.

6. A member of the Organization which has persistently violated the principles contained in the present Constitution, may be suspended from the rights and privileges of the Organization by the General Council, or, with the approval of the General Assembly of the United Nations, expelled from the Organization.

7. A member of the Organization undertakes to afford its general support to the work of the Organization. No resolution adopted by the Organization may impose any specific obligation on any member, even if the delegate of the member has voted in favour of the resolution, unless the member, or its delegate on its behalf, and being duly authorized, has expressly accepted the obligation in question.

8. Any member may at any time give written notice of withdrawal to the Chairman of the Executive Committee. Such notice shall take effect one year after the date of its receipt by the Chairman of the Executive Committee.

ARTICLE V

ORGANS

1. There are established as the principal organs of the Organization: a General Council, an Executive Committee and a Secretariat.

ARTICLE VI

THE GENERAL COUNCIL

1. The ultimate policy-making body of the Organization shall be the General Council in which each member shall have one representative and such alternates and advisers as may be necessary. Each member shall have one vote in the General Council.
2. The General Council shall be convened in regular session not less than once a year by the Executive Committee provided, however, that for three years after the Organization comes into being the General Council shall be convened in regular session not less than twice a year. It may be convened in special session whenever the Executive Committee shall deem necessary; and it shall be convened in special session by the Director-General within thirty days after a request for such special session is received by the Director-General from one-third of the members of the Council.
3. At the opening meeting of each session of the General Council, the Chairman of the Executive Committee shall preside until the General Council has elected one of its members as Chairman for the Session.
4. The General Council shall thereupon proceed to elect from amongst its members a First Vice-Chairman and a Second Vice-Chairman, and such other officers as it may deem necessary.

ARTICLE VII

EXECUTIVE COMMITTEE

1. The Executive Committee shall, between sessions of the General Council, perform such functions as may be necessary to give effect to the policies of the General Council, and may make policy decisions of an emergency nature which it shall pass on to the Director General, who shall be guided thereby, and shall report to the Executive Committee on the action which he has taken thereon. These decisions shall be subject to reconsideration by the General Council.

2. The Executive Committee of the General Council shall consist of the representatives of nine members of the Organization. Each member of the Executive Committee shall be elected for a two-year term by the General Council at a regular session of the Council. A member may continue to hold office on the Executive Committee during any such period as may intervene between the conclusion of its term of office and the first succeeding meeting of the General Council at which an election takes place. A member shall be at all times eligible for re-election to the Executive Committee. If a vacancy occurs in the membership of the Executive Committee between two sessions of the General Council, the Executive Committee may fill the vacancy by itself appointing another member to hold office until the next meeting of the Council.
3. The Executive Committee shall elect a Chairman and a Vice-Chairman from among its members, the terms of office to be determined by the General Council.
4. Meetings of the Executive Committee shall be convened:
 - (a) At the call of the Chairman, normally twice a month,
 - (b) Whenever any delegate or a member of the Executive Committee shall request the convening of a meeting, by a letter addressed to the Director-General, in which case the meeting shall be convened within seven days of the date of the receipt of the request.
 - (c) In the case of a vacancy occurring in the Chairmanship, the Director-General shall convene a meeting at which the first item on the agenda shall be the election of a Chairman.
5. The Executive Committee may in order to investigate the situation in the field, either as a body or through a delegation of its members, visit camps, hostels or assembly points within the control of the Organization, and may give instructions to the Director-General in consequence of the reports of such visits.
6. The Executive Committee shall receive the reports of the Director-General as provided in paragraph 6 of Article VIII of this Constitution, and, after consideration thereof, shall request the Director-General to transmit these reports to the General Council with such comments as the

Executive Committee may consider appropriate. These reports and such comments shall be transmitted to all members of the General Council before its next regular session and shall be published. The Executive Committee may request the Director-General to submit such further reports as may be deemed necessary.

ARTICLE VIII

ADMINISTRATION

1. The Chief Administrative Officer of the Organization shall be the Director-General. He shall be responsible to the General Council and the Executive Committee and shall carry out the administrative and executive functions of the Organization in accordance with the decisions of the General Council and the Executive Committee, and shall report on the action taken thereon.
2. The Director-General shall be nominated by the Executive Committee and appointed by the General Council. If no person acceptable to the General Council is nominated by the Executive Committee, the General Council may proceed to appoint a person who has not been nominated by the Committee. When a vacancy occurs in the office of the Director-General the Executive Committee may appoint an Acting Director-General to assume all the duties and functions of the office until a Director-General can be appointed by the General Council.
3. The Director-General shall serve under a contract which shall be signed on behalf of the Organization by the Chairman of the Executive Committee and it shall be a term of such contract that six months' notice of termination can be given on either side. In exceptional circumstances, the Executive Committee, subject to subsequent confirmation by the General Council, has the power to relieve the Director-General of his duties, by a two-thirds majority vote of the members, if in the Committee's opinion his conduct is such as to warrant such action.
4. The staff of the Organization shall be appointed by the Director-General under regulations to be established by the General Council.
5. The Director-General shall be present or be represented by one of his subordinate officers, at all meetings of the General Council, of the Executive

Committee and of all other committees and sub-committees. He or his representative may participate in any such meeting but shall have no vote.

6. (a) The Director-General shall prepare at the end of each half-year period a report on the work of the Organization. The report prepared at the end of each alternate period of six months shall relate to the work of the Organization during the preceding year and shall give a full account of the activities of the Organization during that period. These reports shall be submitted to the Executive Committee for consideration, and thereafter shall be transmitted to the General Council together with any comments of the Executive Committee thereon, as provided by paragraph 6 of Article VII of this Constitution.

(b) At every special session of the General Council the Director-General shall present a statement of the work of the Organization since the last meeting.

ARTICLE IX

STAFF

1. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. A further consideration in the employment of the staff shall be adherence to the principles laid down in the Resolution adopted by the General Assembly on 12 February 1946 regarding the problem of refugees. Due regard shall be paid to the importance of recruiting field staff on an appropriate geographical basis, and of employing an adequate number of persons from the countries of origin of the displaced persons.

2. No person shall be employed by the Organization who is excluded under Part II, other than paragraph (5) of Annex I to this Constitution from becoming the concern of the Organization.

3. In the performance of their duties the Director-General and the staff shall not seek or receive instruction from any Government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization. Each member of the Organization undertakes to respect the exclusively international character of the responsibilities of the Director-General and the staff and not to seek to influence them in the discharge of their responsibilities.

ARTICLE X

FINANCE

1. The Director-General shall submit, through the Executive Committee, to the General Council an annual budget, covering the necessary administrative, operational, and large-scale resettlement expenditures of the Organization, and from time to time such supplementary budgets as may be required. The Executive Committee shall transmit the budget to the General Council with any remarks it may deem appropriate. Upon final approval of a budget, by the General Council the total under each of these three headings, to wit, "administrative", "operational", and "large-scale resettlement", shall be allocated to the members in proportions for each heading to be determined from time to time by a two-thirds majority vote of the members of the General Council present and voting. .
2. (a) Contributions may be payable in kind or in such currency as may be provided for in a decision by the General Council accompanying the budget, having regard to currencies in which the anticipated expenditure of the organization will be effected from time to time regardless of the currency in which the budget is expressed.

(b) Contributions in kind shall be made within limits to be prescribed, and on a value basis to be determined by the General Council.
3. Each member undertakes to contribute to the Organization its share of the administrative expenses as determined and allocated under paragraphs 1 and 2 above.

4. Each member shall contribute to the operational and large-scale resettlement expenditures as determined and allocated under paragraphs 1 and 2 above subject to the requirements of the constitutional procedure of such member.
5. The administrative budget of the Organization shall be submitted annually to the General Assembly of the United Nations for such review and recommendation as the General Assembly may deem appropriate. The agreement under which the Organization shall be brought into relationship with the United Nations under Article III of this Constitution may provide, inter alia, for the approval of the administrative budget of the Organization by the General Assembly of the United Nations.
6. Without prejudice to the provisions concerning supplementary budgets in paragraph 1 above, the following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:
 - (a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and
 - (b) the amounts to be contributed by the members shall be in the proportions set forth in Annex II to this Constitution.

ARTICLE XI

HEADQUARTERS AND OTHER OFFICES

1. The Organization shall establish its headquarters at Paris, and all meetings of the General Council and the Executive Committee shall be held at this headquarters, unless a majority of the members of the General Council or the Executive Committee have agreed, at a previous meeting or by correspondence with the Director-General, to meet elsewhere.
2. The Executive Committee may establish such regional and other offices and representations as may be necessary.
3. All offices and representations shall be established only with the consent of the government in authority in the place of its establishment.

ARTICLE XII

PROCEDURE

1. The General Council shall adopt its own rules of procedure, following in general the rules of procedure of the Economic and Social Council of the United Nations, wherever appropriate and with such modifications as the General Council shall deem desirable. The Executive Committee shall regulate its own procedure subject to any decisions of the General Council in respect thereto.
2. Unless otherwise provided in the Constitution or by action of the General Council, motions shall be carried by simple majority of the members present and voting in the General Council and the Executive Committee.

ARTICLE XIII

STATUS, IMMUNITIES AND PRIVILEGES

1. The Organization shall enjoy in the territory of each of its members such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its objectives.
2. (a) The Organization shall enjoy in the territory of each of its members such privileges and immunities as may be necessary for the exercise of its functions and the fulfilment of its objectives.
(b) Representatives of members, officials, and administrative personnel of the organization shall similarly enjoy such privileges and immunities as are necessary for the independent exercise of their functions in connection with the Organization.
3. Such legal status, privileges, and immunities shall be defined in an agreement to be prepared by the Organization after consultation with the Secretary-General of the United Nations. The agreement shall be open to accession by all members and shall continue in force as between the organization and every member which accedes to the agreement.

ARTICLE XIV

RELATIONS WITH OTHER ORGANIZATIONS

1. Subject to the provisions of the agreement to be negotiated with the United Nations pursuant to Article III of this Constitution, the Organization may

establish such effective relationships as may be desirable with other international organizations.

2. The Organization may assume part of or all the functions and acquire part of or all the resources, assets, and liabilities of any inter-governmental Organization or agency the purposes and functions of which lie within the scope of the organization. Such action may be taken either through mutually acceptable arrangements with the competent authorities of such organizations or agencies or pursuant to authority conferred upon the Organization by international convention or agreement.

ARTICLE XV

AMENDMENT OF CONSTITUTION

Texts of proposed amendments to this Constitution shall be communicated by the Director-General to Members at least three months in advance of their consideration by the General Council. Amendments shall come into effect when adopted by a two-thirds majority of the Members of the General Council present and voting and accepted by two-thirds of the Members in accordance with their respective constitutional processes, provided, however, that amendments involving new obligation for Members shall come into force in respect of each Member only on acceptance by it.

ARTICLE XVI

INTERPRETATION

"1. The English, French, Russian, Chinese and Spanish texts of this Constitution shall be regarded as equally authentic.

"2. Subject to Article 96 of the Charter of the United Nations and of Chapter II of the Statute of the International Court of Justice, any question or dispute concerning the interpretation or application of this Constitution shall be referred to the International Court of Justice, unless the General Council or the parties to such dispute agree to another mode of settlement."

ARTICLE XVII

ENTRY INTO FORCE

1. (a) States may become parties to this Constitution by
 - (i) signature without reservation as to approval;
 - (ii) signature subject to approval followed by acceptance;
 - (iii) acceptance.(b) Acceptance shall be effected by the deposit of a formal instrument with the Secretary-General of the United Nations.
2. This Constitution shall come into force when fifteen states have become parties to it in accordance with the provisions of Article IV.
3. In accordance with Article 102 of the Charter of the United Nations, the Secretary-General of the United Nations will register this Constitution, when it has been signed, without reservation as to approval, on behalf of one state or upon deposit of the first instrument of acceptance.
4. The Secretary-General of the United Nations will inform states, parties to this Constitution, of the date when it has come into force; he will also inform them of the dates when other states have become parties to this Constitution.

IN FAITH WHEREOF the Undersigned, duly authorized for that purpose, have signed this Constitution.

Done in the City of New York this day of 1946, in a single copy in the English, French, Russian, Chinese and Spanish languages. The original texts shall be deposited in the Archives of the United Nations. The Secretary-General of the United Nations will send certified copies of the texts of each of the signatory Governments and, upon the coming into force of the Constitution and the election of a Director-General, to the Director-General of the Organization.

ANNEX I
DEFINITIONS

GENERAL PRINCIPLES

1. The following general principles constitute an integral part of the definitions as laid down in Part I and II below.

- (a) The main object of the Organization will be to bring about a rapid and positive solution of the problem of bona fide refugees and displaced persons, which shall be just and equitable to all concerned.
- (b) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin, having regard to the principles laid down in paragraph (c) (ii) of the Resolution adopted by the General Assembly of the United Nations on 12 February 1946 regarding the problem of refugees. (Annex III)
- (c) As laid down in the Resolution adopted by the Economic and Social Council on 16 February 1946, no international assistance should be given to traitors, quislings, and war criminals, and nothing should be done to prevent in any way their surrender and punishment.
- (d) It should be the concern of the Organization to ensure that its assistance is not exploited in order to encourage subversive or hostile activities directed against the government of any of the United Nations.
- (e) It should be the concern of the Organization to ensure that its assistance is not exploited by persons in the case of whom it is clear that they are unwilling to return to their countries of origin because they prefer idleness to facing the hardships of helping in the reconstruction of their countries.
- (f) On the other hand it should equally be the concern of the Organization to ensure that no bona fide and deserving refugee or displaced person is deprived of such assistance as it may be in a position to offer

(g) The Organization should endeavour to carry out its functions in respect of resettlement and re-establishment in such a way as to avoid disturbing friendly relations between nations.

2. To ensure the impartial and equitable application of the above principles and of the terms of the definition which follows some special system of semi-judicial machinery should be created, with appropriate constitution, procedure and terms of reference.

PART I

Refugees and Displaced Persons within
the meaning of the Resolution Adopted
by the Economic and Social Council of
the United Nations on 16 February 1946

SECTION A. DEFINITION OF REFUGEES

1. Subject to the provisions of Sections C and D and of Part II below, the term "refugee" applies to a person who has left, or who is outside of, his country of nationality or of former habitual residence, and who, whether or not he had retained his nationality, belongs to one of the following categories:

(a) Victims of the Nazi or Fascist regimes or of regimes which took part on their side in the Second World War, or of the quisling or similar regimes which assisted them against the United Nations, whether enjoying international status as refugees or not;

(b) Spanish Republicans and other victims of the Falangist regime in Spain, whether enjoying international status as refugees or not;

(c) Persons who were considered refugees before the outbreak of the Second World War, for reasons of race, religion, nationality or political opinion.

2. Subject to the provisions of Sections C and D and of Part II below regarding the exclusion of certain categories of persons, including war criminals, quislings and traitors, from the benefits of the Organization, the term "refugee" also applies to a person, other than a displaced person as

defined in Section B below, who is outside of his country of nationality or former habitual residence, and who as a result of events subsequent to the outbreak of the Second World War, is unable or unwilling to avail himself of the protection of the Government of his country of nationality or former nationality.

3. Subject to the provisions of Section D and of Part II below, the term "refugee" also applies to persons who, having resided in Germany or Austria, and being of Jewish origin or foreigners or stateless persons, were victims of Nazi persecution and were detained in or were obliged to flee from and were subsequently returned to, one of those countries as a result of enemy action, or of war circumstances, and have not yet been firmly resettled therein.

4. The term "refugee" also applies to unaccompanied children who are war orphans or whose parents have disappeared, and who are outside their countries of origin. Such children shall be given all possible priority assistance, including in the case of those whose nationality can be determined, assistance in repatriation, to which there should be no obstacles.

SECTION B. DEFINITION OF DISPLACED PERSONS

The term "Displaced Persons" applies to a person who, as a result of the actions of the authorities of the regimes mentioned in Part I, Section A, paragraph 1 (a) has been deported from, or has been obliged to leave, his country of nationality or of former habitual residence, such as persons who were compelled to undertake forced labour or who were deported for racial, religious or political reasons. Displaced persons will only fall within the mandate of the Organizations subject to the provisions of Sections C and D of Part I and to the provisions of Part II below. If the reasons for their displacement have ceased to exist, they should be repatriated as soon as possible in accordance with Article II, 1 (a) of this Constitution, and subject to the provision of paragraph (c), sub-paragraphs (ii) and (iii) of the

General Assembly Resolution of 12 February 1946 regarding the problem of refugees (Annex III).

SECTION C. CONDITIONS UNDER WHICH "REFUGEES" AND "DISPLACED PERSONS" WILL BECOME THE CONCERN OF THE ORGANIZATION

1. In the case of all the above categories except those mentioned in Section A, paragraphs 1 (b) and 3 above, persons will become the concern of the Organization in the sense of the Resolution adopted by the Economic and Social Council on 16 February 1946 if they can be repatriated, and the help of the Organization is required in order to provide for their repatriation, or if they are unable to return to their countries of nationality or former habitual residence or if they have definitely, in complete freedom, and after receiving full knowledge of the facts, including adequate information from the governments of their countries of nationality or former habitual residence, expressed valid objections to returning to those countries:

(a) The following shall be considered as valid objections:

- (i) persecution, or fear, based on reasonable grounds (French: *fondée*, Russian: *obosnovany*), of persecution because of race, religion, nationality or political opinions, provided these opinions are not in conflict with the principles of the United Nations, as laid down in the preamble of the Charter of the United Nations;
- (ii) objections of a political nature judged by the Organization to be "valid", as contemplated in paragraph 8 (a) of the Report of the Third Committee of the General Assembly as adopted by the Assembly on 12 February 1946 *.
- (iii) in the case of persons falling within the category mentioned

* "In answering the delegate for Belgium, the Chairman stated that it was implied that the international body would judge what were, or what were not 'valid objections'; and that such objections clearly might be of a political nature."

in Section A, paragraphs 1 (a) and 1 (c) compelling family reasons arising out of previous persecution, or compelling reasons of infirmity or illness.

(b) The following shall normally be considered adequate information:

Information regarding conditions in the countries of nationality of the refugees and displaced persons concerned, communicated to them directly by representatives of the governments of those countries, who shall be given every facility for visiting camps and Assembly Centres of refugees and displaced persons in order to place such information before them.

2. In the case of all refugees falling within the terms of Section A, paragraph 1 (b), persons will become the concern of the Organization in the sense of the Resolution adopted by the Economic and Social Council of the United Nations on 16 February 1946, so long as the Falangist regime in Spain continues. Should that regime be replaced by a democratic regime they will have to produce valid objections to returning to Spain corresponding to those indicated in paragraph 1 (a) above.

SECTION D. CIRCUMSTANCES IN WHICH REFUGEES AND DISPLACED PERSONS WILL CEASE TO BE THE CONCERN OF THE ORGANIZATION

Refugees or displaced persons will cease to be the concern of the Organization:

- (a) when they have returned to the countries of their nationality in the United Nations territory, unless their former habitual residence to which they wish to return is outside their country of nationality; or
- (b) when they have acquired a new nationality; or
- (c) when they have, in the determination of the Organization become otherwise firmly established; or
- (d) when they have unreasonably refused to accept the proposals of the Organization for their resettlement; or
- (e) when they are making no substantial effort towards earning their living when it is possible for them to do so, or when they are exploiting the assistance of the Organization.

PART II

Persons who will not be the concern
of the Organization

1. War criminals, quislings and traitors.
2. Any other persons who can be shown:
 - (a) to have assisted the enemy in persecuting the civil populations of countries, Members of the United Nations; or
 - (b) to have voluntarily assisted the enemy forces since the outbreak of the Second World War in their operations against the United Nations, unless such assistance was purely humanitarian and non-military.
3. Ordinary criminals (Russian: ugovovny) who are extraditable by treaty.
4. Persons of German ethnic origin (whether German nationals or members of German minorities in other countries) who:
 - (a) have been or may be transferred to Germany from other countries;
 - (b) have been, during the Second World War, evacuated from Germany to other countries;
 - (c) have fled from, or into, Germany, or from their places of residence into countries other than Germany in order to avoid falling into the hands of Allied Armies.
5. Persons who are in receipt of financial support and protection from their country of nationality, unless their country of nationality requests international assistance for them.
6. Persons who, since the end of hostilities in the Second World War:
 - (a) have participated in any organization having as one of its purposes the overthrow by armed force of the Government of their country of origin, being a member of the United Nations, or the overthrow by armed force of the Government of any other Member of the United Nations, or have participated in any terrorist organization;
 - (b) have become leaders of movements hostile to the Government of their country of origin being a member of the United Nations or sponsors of movements encouraging refugees not to return to their country of origin.

ANNEX II

BUDGET AND CONTRIBUTIONS FOR THE FIRST FINANCIAL YEAR

1. The Provisional budget for the first financial year shall be a sum of _____ United States dollars for administrative expenses and a sum of _____ United States dollars for operational expenses. Any unspent balance under either heading shall be carried over to the corresponding heading as a credit in the budget of the next financial year.
2. These sums shall be contributed by the members [(Governments)] in proportions as follows:

[(Note: It is contemplated that the budgets for the first year and the scales of contributions are to be prepared by the Committee on Finances.)]

ANNEX III

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY ON
12 FEBRUARY 1946 (A/45)

The General Assembly,

recognizing that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognizing the necessity of clearly distinguishing between genuine refugees and displaced persons, on the one hand, and the war criminals, quislings, and traitors referred to in Paragraph (d) below, on the other:

(a) decides to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the agenda for the first session of the Council and for report to the second part of the first session of the general assembly;

(b) recommends to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and

(c) recommends to the Economic and Social Council that it take into consideration in this matter the following principles:

(i) This problem is international in scope and nature.

(ii) No refugees or displaced persons who have finally and definitely, in complete freedom, and after receiving full knowledge of the facts including adequate information from the governments of their countries of origin, expressed valid objections to returning to their countries of origin and who do not come within the provisions of paragraph (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become the concern of whatever international body may be recognized or established as a result of the report referred to in paragraphs (a) and (b) above, except in cases where the government of the country where they are established has made an arrangement with this body to assume the

complete cost of their maintenance and the responsibility for their protection.

- (iii) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above.
- (d) considers that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings and traitors, in conformity with present or future international arrangements or agreements.
- (e) considers that Germans being transferred to Germany from other States or who fled to other States from allied troops, do not fall under the action of this declaration in so far as their situation may be decided by allied forces of occupation in Germany, in agreement with the governments of the respective countries.
-

Guide to Revisions in Draft Constitution
for I.R.O. and Annex I Definitions

(Based on documents of same title sent 20 June 1946)

I The present Draft Constitution revises the Preamble and the following Articles.

Article II	Functions
Article IV	Membership
Article V	The General Council
Article VI	Executive Committee
Article VII	Administration
Article VIII	Staff
Article IX	Finance
Article X	Headquarters and other offices
Article XII	Amendment of Constitution
Article -	(Legal Status)
Article -	(Entry into Force)
Article -	(Interpretation)

In addition the present constitution includes one additional Article (Article V Organs).

II The present Annex I Definitions revises substantively the following Sections.

General Principles : paragraph 1 (g) is added to June draft.

Part I Section A : paragraph 1 (c) is omitted and
paragraph 1 (d) is rephrased.
paragraph 2 is rephrased
paragraph 4 is rephrased

Part I Section C : paragraph 1 (b) is rephrased.

Part II : paragraph 2 is rephrased.

INDEXED

R.S. Regulation

WR105
PKE/APM

1
To: Mr. Dudley Ward,
General Counsel.
Frances K. Kernohan.
From:
Subject: Distribution of Documents from the General Assembly.

1. I think I have succeeded in rounding up all available documents on this subject in the E.R.O. These documents are filed chronologically by subject in a binder and are available in my office.

2. As current material comes in from New York through the P.R.D.G.'s office, I am immediately routing the documents to you. When you complete your review I will appreciate their return for central filing purposes.

13th December, 1946.

Frances K. Kernohan



WR105

D. P. Register

To:

Mr. I. Allen,
Legal Section.

Copy to Miss Gifford.

From:

F.K. Kernohan for Selene Gifford,
Displaced Persons Division.

Preparation material for I.R.O.
Preparatory Commission.

The material for which the Displaced Persons Division is responsible is ready for transmittal to you. This material consists of working papers mimeographed in 100 copies and reference library material.

Please advise when and how you wish these documents to be transmitted.

1st February, 1947.

F.K. Kernohan,
for Selene Gifford,
Displaced Persons Division.



WR105

R.S. Registry.

10th October, 1946.

To : Chiefs of Missions

PLANNING BY THE UNITED NATIONS FOR THE ESTABLISHMENT
OF A SPECIALIZED AGENCY FOR THE CARE OF REFUGEES AND
DISPLACED PERSONS

Under date of 20th June 1946, we sent to you a copy of the Draft Constitution of the proposed International Refugee Organization and Annex I Definitions. Under date of 6th August 1946 we sent you a report summarizing activities of the United Nations up to that time on this subject.

The Economic and Social Council adjourned its Third Session in New York on 4th October. At that Session the Draft Constitution was adopted by a majority of the members and a provisional budget for the first financial year of the I.R.O. Also the Council adopted a resolution on a preparatory commission to serve in the interim period before the I.R.O. is established. These documents and the entire subject of refugees and displaced persons will be discussed further at the General Assembly of the United Nations scheduled to convene 23rd October 1946. Final decisions for action depend on the General Assembly.

In the interim we are enclosing for your information copies of the Economic and Social Council document on Interim Arrangements and the Draft Constitution and its three Annexes.

There are a number of revisions in both the Draft Constitution and Annex I Definitions. We are attaching a guide to the revisions of the earlier documents which we sent you on 20th June.

Andrew Topping

Acting Deputy Director General
and Chief of Relief Services

Attachments
U.N.a. 7383

Copies sent to
all Missions,
W. & L. to -
Sydney &
Shanghai
Oct. 1946
(also 200)

CONSTITUTION OF THE INTERNATIONAL REFUGEE ORGANIZATION

PREAMBLE

The Governments accepting this Constitution,

RECOGNIZING:

that genuine refugees and displaced persons constitute an urgent problem which is international in scope and character;

that as regards displaced persons, the main task to be performed is to encourage and assist in every way possible their early return to their country of origin;

that genuine refugees and displaced persons should be assisted by international action, either to return to their countries of nationality or former habitual residence, or to find new homes elsewhere, under the conditions provided for in this Constitution; or in the case of Spanish Republicans, to establish themselves temporarily in order to enable them to return to Spain when the present Falangist regime is succeeded by a democratic regime;

that resettlement and re-establishment of refugees and displaced persons be contemplated only in cases indicated clearly in the Constitution;

that genuine refugees and displaced persons, until such time as their repatriation or resettlement and re-establishment is effectively completed, should be protected in their rights and legitimate interests, should receive care and assistance and, as far as possible, should be put to useful employment in order to avoid the evil and anti-social consequences of continued idleness;

that the expenses of repatriation to the extent practicable should be charged to Germany and Japan for persons displaced by those Powers from countries occupied by them:

HAVE AGREED:

for the accomplishment of the foregoing purposes in the shortest possible time, to establish and do hereby establish a non-permanent

U.N. a. 8408

DESPATCHED BY
REGISTRY

OUT FILE

Despatched To:
No: 420
Belgrade 434
Budapest 46
Cairo 270
Kiev 172
Oslo 131
Paris 7119712
Prague 399
Rene 558
Shanghai 203
Tientsin 222
Vienna 488
Warsaw 439

organization to be called the International Refugee Organization, a specialized agency to be brought into relationship with the United Nations, and accordingly

HAVE ACCEPTED THE FOLLOWING ARTICLES:

ARTICLE 1

MANDATE

The mandate of the Organization shall extend to refugees and displaced persons in accordance with the principles, definitions and conditions set forth in Annex I, which is attached to and made an integral part of this Constitution.

ARTICLE 2

FUNCTIONS AND POWERS

1. The functions of the Organization to be carried out in accordance with the purposes and the principles of the Charter of the United Nations shall be: the repatriation; the identification, registration and classification; the care and assistance; the legal and political protection; the transport; and the resettlement and re-establishment, in countries able and willing to receive them, of persons who are the concern of the Organization under the provisions of Annex I. Such functions shall be exercised with a view:

(a) to encouraging and assisting in every way possible the early return to their country of nationality, or former habitual residence, of those persons who are the concern of the Organization having regard to the principles laid down in the resolution on refugees and displaced persons adopted by the General Assembly of the United Nations on 12 February 1946 (Annex III) and to the principles set forth in the Preamble, and to promoting this by all possible means, in particular by providing them with material assistance, adequate food for a period of three months from the time of their departure from their present places of residence provided they are

/returning

returning to a country suffering as a result of enemy occupation during the war, and provided such food shall be distributed under the auspices of the Organization; and the necessary clothing and means of transportation; and

(b) with respect to persons for whom repatriation does not take place under paragraph 1(a) of this article to facilitating:

- (i) their re-establishment in countries of temporary residence;
- (ii) the emigration to, resettlement and re-establishment in other countries of individuals or family units; and
- (iii) as may be necessary and practicable, within available resources and subject to the relevant financial regulations, the investigation, promotion or execution of projects of group resettlement or large-scale resettlement.

(c) with respect to Spanish Republicans to assisting them to establish themselves temporarily until the time when a democratic regime in Spain is established.

2. For the purpose of carrying out its functions, the Organization may engage in all appropriate activities, and to this end, shall have power:

- (a) to receive and disburse private and public funds;
- (b) as necessary to acquire land and buildings by lease, gift, or in exceptional circumstances only, by purchase; and to hold such land and buildings or to dispose of them by lease, sale or otherwise;
- (c) to acquire, hold and convey other necessary property;
- (d) to enter into contracts, and undertake obligations; including contracts with Governments or with occupation or control authorities, whereby such authorities would continue, or undertake, in part, or in whole, the care and maintenance of refugees and displaced persons in territories under their authority, under the supervision of the Organization;

/(e) to conduct

- (e) to conduct negotiations and conclude agreements with Governments;
- (f) to consult and co-operate with public and private organizations whenever it is deemed advisable, in so far as such organizations share the purpose of the Organization and observe the principles of the United Nations;
- (g) to promote the conclusion of bilateral arrangements for mutual assistance in the repatriation of displaced persons, having regard to the principles laid down in paragraph (c) (ii) of the resolution adopted by the General Assembly of the United Nations on 12 February 1946 regarding the problem of refugees (Annex III);
- (h) to appoint staff, subject to the provisions of Article 9 of this Constitution;
- (i) to undertake any project appropriate to the accomplishment of the purposes of this Organization;
- (j) to conclude agreements with countries able and willing to receive refugees and displaced persons for the purpose of ensuring the protection of their legitimate rights and interests in so far as this may be necessary; and
- (k) in general, to perform any other legal act appropriate to its purposes.

ARTICLE 3

RELATIONSHIP TO THE UNITED NATIONS

The relationship between the Organization and the United Nations shall be established in an agreement between the Organization and the United Nations as provided in Articles 57 and 63 of the Charter of the United Nations.

ARTICLE 4

MEMBERSHIP

1. Membership in the Organization is open to Members of the United Nations. Membership is also open to any other peace-loving States, not members
/of the

of the United Nations, upon recommendation of the Executive Committee, by a two-thirds majority vote of members of the General Council present and voting, subject to the conditions of the agreement between the Organization and the United Nations approved pursuant to Article 3 of this Constitution.

2. Subject to the provisions of paragraph 1 of this article, the members of the Organization shall be those States whose duly authorized representatives sign this Constitution without reservation as to subsequent acceptance, and those States which deposit with the Secretary-General of the United Nations their instruments of acceptance after their duly authorized representatives have signed this Constitution with such reservation.

3. Subject to the provisions of paragraph 1 of this article, those States, whose representatives have not signed the Constitution referred to in the previous paragraph, or which, having signed it, have not deposited the relevant instrument of acceptance within the following six months, may, however, be admitted as members of the Organization in the following cases:

- (a) if they undertake to liquidate any outstanding contributions in accordance with the relevant scale; or
- (b) if they submit to the Organization a plan for the admission to their territory, as immigrants, refugees or displaced persons in such numbers, and on such settlement conditions as shall, in the opinion of the Organization, require from the applicant State an expenditure or investment equivalent, or approximately equivalent, to the contribution that they would be called upon, in accordance with the relevant scale, to make to the budget of the Organization.

4. Those States which, on signing the Constitution, express their intention to avail themselves of clause (b) of paragraph 3 of this article may submit the plan referred to in that paragraph within the

/following

following three months, without prejudice to the presentation within six months of the relevant instrument of acceptance.

5. Members of the Organization which are suspended from the exercise of the rights and privileges of Membership of the United Nations shall, upon request of the latter, be suspended from the rights and privileges of this Organization.

6. Members of the Organization which are expelled from the United Nations shall automatically cease to be members of this Organization.

7. With the approval of the General Assembly of the United Nations, members of the Organization which are not members of the United Nations, and which have persistently violated the principles of the Charter of the United Nations may be suspended from the rights and privileges of the Organization, or expelled from its membership by the General Council.

8. A member of the Organization which has persistently violated the principles contained in the present Constitution, may be suspended from the rights and privileges of the Organization by the General Council, and with the approval of the General Assembly of the United Nations, may be expelled from the Organization.

9. A member of the Organization undertakes to afford its general support to the work of the Organization.

10. Any member may at any time give written notice of withdrawal to the Chairman of the Executive Committee. Such notice shall take effect one year after the date of its receipt by the Chairman of the Executive Committee.

ARTICLE 5

ORGANS

There are established as the principal organs of the Organization: a General Council, an Executive Committee and a Secretariat.

/ARTICLE 6

ARTICLE 6

THE GENERAL COUNCIL

1. The ultimate policy-making body of the Organization shall be the General Council in which each member shall have one representative and such alternates and advisers as may be necessary. Each member shall have one vote in the General Council.
2. The General Council shall be convened in regular session not less than once a year by the Executive Committee provided, however, that for three years after the Organization comes into being the General Council shall be convened in regular session not less than twice a year. It may be convened in special session whenever the Executive Committee shall deem necessary; and it shall be convened in special session by the Director General within thirty days after a request for such a special session is received by the Director General from one-third of the members of the Council.
3. At the opening meeting of each session of the General Council, the Chairman of the Executive Committee shall preside until the General Council has elected one of its members as Chairman for the session.
4. The General Council shall thereupon proceed to elect from among its members a first Vice-Chairman and a second Vice-Chairman, and such other officers as it may deem necessary.

ARTICLE 7

EXECUTIVE COMMITTEE

1. The Executive Committee shall perform such functions as may be necessary to give effect to the policies of the General Council, and may make, between sessions of the General Council, policy decisions of an emergency nature which it shall pass on to the Director General, who shall be guided thereby, and shall report to the Executive Committee on the action which he has taken thereon. These decisions shall be subject to reconsideration by the General Council.

/2. The Executive

2. The Executive Committee of the General Council shall consist of the representatives of nine members of the Organization. Each member of the Executive Committee shall be elected for a two-year term by the General Council at a regular session of the Council. A member may continue to hold office on the Executive Committee during any such period as may intervene between the conclusion of its term of office and the first succeeding meeting of the General Council at which an election takes place. A member shall be at all times eligible for re-election to the Executive Committee. If a vacancy occurs in the membership of the Executive Committee between two sessions of the General Council, the Executive Committee may fill the vacancy by itself appointing another member to hold office until the next meeting of the Council.
3. The Executive Committee shall elect a Chairman and a Vice-Chairman from among its members, the terms of office to be determined by the General Council.
4. Meetings of the Executive Committee shall be convened:
 - (a) at the call of the Chairman, normally twice a month;
 - (b) whenever any representative of a member of the Executive Committee shall request the convening of a meeting, by a letter addressed to the Director General, in which case the meeting shall be convened within seven days of the date of the receipt of the request;
 - (c) in the case of a vacancy occurring in the Chairmanship, the Director General shall convene a meeting at which the first item on the agenda shall be the election of a chairman.
5. The Executive Committee may, in order to investigate the situation in the field, either as a body or through a delegation of its members, visits camps, hostels or assembly points within the control of the Organization, and may give instructions to the Director General in consequence of the reports of such visits.

/6. The Executive

6. The Executive Committee shall receive the reports of the Director General as provided in paragraph 6 of Article 8 of this Constitution, and, after consideration thereof, shall request the Director General to transmit these reports to the General Council with such comments as the Executive Committee may consider appropriate. These reports and such comments shall be transmitted to all members of the General Council before its next regular session and shall be published. The Executive Committee may request the Director General to submit such further reports as may be deemed necessary.

ARTICLE 8

ADMINISTRATION

1. The chief administrative officer of the Organization shall be the Director General. He shall be responsible to the General Council and the Executive Committee and shall carry out the administrative and executive functions of the Organization in accordance with the decisions of the General Council and the Executive Committee, and shall report on the action taken thereon.
2. The Director General shall be nominated by the Executive Committee and appointed by the General Council. If no person acceptable to the General Council is nominated by the Executive Committee, the General Council may proceed to appoint a person who has not been nominated by the Committee. When a vacancy occurs in the office of the Director General the Executive Committee may appoint an Acting Director General to assume all the duties and functions of the office until a Director General can be appointed by the General Council.
3. The Director General shall serve under a contract which shall be signed on behalf of the Organization by the Chairman of the Executive Committee and it shall be a clause of such contract that six months' notice of termination can be given on either side. In exceptional circumstances, the Executive Committee, subject to subsequent confirmation by the

/General Council

General Council, has the power to relieve the Director General of his duties by a two-thirds majority vote of the members if, in the Committee's opinion, his conduct is such as to warrant such action.

4. The staff of the Organization shall be appointed by the Director General under regulations to be established by the General Council.

5. The Director General shall be present, or be represented by one of his subordinate officers, at all meetings of the General Council, or the Executive Committee and of all other committees and sub-committees.

He or his representatives may participate in any such meeting but shall have no vote.

6. (a) The Director General shall prepare at the end of each half-year period a report on the work of the Organization. The report prepared at the end of each alternate period of six months shall relate to the work of the Organization during the preceding year and shall give a full account of the activities of the Organization during that period. These reports shall be submitted to the Executive Committee for consideration, and thereafter shall be transmitted to the General Council together with any comments of the Executive Committee thereon, as provided by paragraph 6 of Article 7 of this Constitution.

(b) At every special session of the General Council the Director General shall present a statement of the work of the Organization since the last meeting.

ARTICLE 9

STAFF

1. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. A further consideration in the employment of the staff shall be adherence to the principles laid down in the present Constitution. Due regard shall

/be paid

be paid to the importance of recruiting staff on an appropriate geographical basis, and of employing an adequate number of persons from the countries of origin of the displaced persons.

2. No person shall be employed by the Organization who is excluded under Part II, other than paragraph 5 of Annex I to this Constitution, from becoming the concern of the Organization.

3. In the performance of their duties, the Director General and the staff shall not seek or receive instructions from any Government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization. Each member of the Organization undertakes to respect the exclusively international character of the responsibilities of the Director General and the staff and not to seek to influence them in the discharge of their responsibilities.

ARTICLE 10

FINANCE

1. The Director General shall submit through the Executive Committee, to the General Council an annual budget, covering the necessary administrative, operational and large-scale resettlement expenditures of the Organization, and from time to time such supplementary budgets as may be required. The Executive Committee shall transmit the budget to the General Council with any remarks it may deem appropriate. Upon final approval of a budget by the General Council, the total under each of these three headings - to wit, "administrative", "operational" and "large-scale re-settlement" - shall be allocated to the members in proportions for each heading to be determined from time to time by a two-thirds majority vote of the members of the General Council present and voting.

2. Contributions shall be payable, as a result of negotiations

/undertaken

undertaken at the request of members between the Organization and such members, in kind or in such currency as may be provided for in a decision by the General Council, having regard to currencies in which the anticipated expenditure of the Organization will be effected from time to time, regardless of the currency in which the budget is expressed.

3. Each member undertakes to contribute to the Organization its share of the administrative expenses as determined and allocated under paragraphs 1 and 2 of this article.

4. Each member shall contribute to the operational expenditures - except for large-scale re-settlement expenditures - as determined and allocated under paragraphs 1 and 2 of this article, subject to the requirements of the constitutional procedure of such members. The members undertake to contribute to the large-scale re-settlement expenditures on a voluntary basis and subject to the requirements of their constitutional procedure.

5. A member of the Organization, which, after the expiration of a period of three months following the date of the coming into force of this Constitution, has not paid its financial contribution to the Organization for the first financial year, shall have no vote in the General Council or the Executive Committee until such contribution has been paid.

6. Subject to the provisions of paragraph 5 of this article, a member of the Organization which is in arrears in the payment of its financial contributions to the Organization shall have no vote in the General Council or the Executive Committee if the amount of its arrears equals or exceeds the amount of the contributions due from it for the preceding one full year.

7. The General Council may, nevertheless, permit such members to vote if it is satisfied that the failure to pay is due to conditions beyond the control of such members.

/8. The administrative

8. The administrative budget of the Organization shall be submitted annually to the General Assembly of the United Nations for such review and recommendation as the General Assembly may deem appropriate. The agreement under which the Organization shall be brought into relationship with the United Nations under Article 3 of this Constitution may provide, inter alia, for the approval of the administrative budget of the Organization by the General Assembly of the United Nations.

9. Without prejudice to the provisions concerning supplementary budgets in paragraph 1 of this article, the following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the members shall be in the proportions set forth in Annex II to this Constitution.

ARTICLE 11

HEADQUARTERS AND OTHER OFFICES

1. The Organization shall establish its headquarters at Paris or at Geneva, as the General Council shall decide, and all meetings of the General Council and the Executive Committee shall be held at this headquarters, unless a majority of the members of the General Council or the Executive Committee have agreed, at a previous meeting or by correspondence with the Director General to meet elsewhere.

2. The Executive Committee may establish such regional and other offices and representations as may be necessary.

3. All offices and representations shall be established only with the consent of the Government in authority in the place of establishment.

ARTICLE 12

PROCEDURE

1. The General Council shall adopt its own rules of procedure, following
/in general,

in general, the rules of procedure of the Economic and Social Council of the United Nations, wherever appropriate, and with such modifications as the General Council shall deem desirable. The Executive Committee shall regulate its own procedure subject to any decisions of the General Council in respect thereto.

2. Unless otherwise provided in the Constitution or by action of the General Council, motions shall be carried by simple majority of the members present and voting in the General Council and the Executive Committee.

ARTICLE 13

STATUS, IMMUNITIES AND PRIVILEGES

1. The Organization shall enjoy in the territory of each of its members such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its objectives.

2. (a) The Organization shall enjoy in the territory of each of its members such privileges and immunities as may be necessary for the exercise of its functions and the fulfilment of its objectives.

(b) Representatives of members, officials and administrative personnel of the Organization shall similarly enjoy such privileges and immunities as are necessary for the independent exercise of their functions in connection with the Organization.

3. Such legal status, privileges and immunities shall be defined in an agreement to be prepared by the Organization after consultation with the Secretary General of the United Nations. The agreement shall be open to accession by all members and shall continue in force as between the Organization and every member which accedes to the agreement.

ARTICLE 14

RELATIONS WITH OTHER ORGANIZATIONS

1. Subject to the provisions of the agreement to be negotiated with the United Nations, pursuant to Article 3 of this Constitution, the

/Organization

Organization may establish such effective relationships as may be desirable with other international organizations.

2. The Organization may assume all or part of the functions, and acquire all or part of the resources, assets and liabilities of any inter-governmental organization or agency, the purposes and functions of which lie within the scope of the Organization. Such action may be taken either through mutually acceptable arrangements with the competent authorities of such organizations or agencies, or pursuant to authority conferred upon the Organization by international convention or agreement.

ARTICLE 15

RELATIONSHIP WITH AUTHORITIES OF COUNTRIES OF LOCATION OF REFUGEES AND DISPLACED PERSONS

The relationship of the Organization with the Governments or administrations of countries in which displaced persons or refugees are located, and the conditions under which it will operate in such countries, shall be determined by agreements to be negotiated by it with such Governments or administrations in accordance with the terms of this Constitution.

ARTICLE 16

AMENDMENT OF CONSTITUTION

Texts of proposed amendments to this Constitution shall be communicated by the Director General to members at least three months in advance of their consideration by the General Council. Amendments shall come into effect when adopted by a two-thirds majority of the members of the General Council present and voting and accepted by two-thirds of the members in accordance with their respective constitutional processes, provided, however, that amendments involving new obligations for members shall come into force in respect of each member only on acceptance by it.

/ARTICLE 17

ARTICLE 17

INTERPRETATION

1. The Chinese, English, French, Russian and Spanish texts of this Constitution shall be regarded as equally authentic.
2. Subject to Article 96 of the Charter of the United Nations and of Chapter II of the Statute of the International Court of Justice any question ~~or~~ dispute concerning the interpretation or application of this Constitution shall be referred to the International Court of Justice, unless the General Council or the parties to such dispute agree to another mode of settlement.

ARTICLE 18

ENTRY INTO FORCE

1. (a) States may become parties to this Constitution by:
 - (i) signature without reservation as to approval;
 - (ii) signature subject to approval followed by acceptance;
 - (iii) acceptance.(b) acceptance shall be effected by the deposit of a formal instrument with the Secretary General of the United Nations.
2. This Constitution shall come into force when at least fifteen States, whose required contributions to Part I of the operational budget as set forth in Annex II of this Constitution amount to not less than seventy-five per cent. of the total thereof, have become parties to it.
3. In accordance with Article 102 of the Charter of the United Nations, the Secretary General of the United Nations will register this Constitution when it has been signed, without reservation as to approval, on behalf of one State or upon deposit of the first instrument of acceptance.
4. The Secretary General of the United Nations will inform States parties to this Constitution, of the date when it has come into force, he will also inform them of the dates when other States have become parties to this Constitution.

/IN FAITH

IN FAITH WHEREOF the undersigned, duly authorized for that purpose have signed this Constitution.

DONE at Flushing Meadow, New York, this fifteenth day of December, one thousand nine hundred and forty-six, in a single copy in the Chinese, English, French, Russian and Spanish languages. The original texts shall be deposited in the archives of the United Nations. The Secretary General of the United Nations will send certified copies of the texts to each of the signatory Governments and, upon the coming into force of the Constitution and the election of a Director General, to the Director General of the Organization.

ANNEX I

DEFINITIONS

GENERAL PRINCIPLES

1. The following general principles constitute an integral part of the definitions as laid down in Parts I and II of this Annex.

(a) The main object of the Organization will be to bring about a rapid and positive solution of the problem of bona fide refugees and displaced persons, which shall be just and equitable to all concerned.

(b) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin, having regard to the principles laid down in paragraph

(c) (ii) of the resolution adopted by the General Assembly of the United Nations on 12 February 1946 regarding the problem of refugees (Annex III).

(c) As laid down in the resolution adopted by the Economic and Social Council on 16 February 1946, no international assistance should be given to traitors, quislings and war criminals, and nothing should be done to prevent in any way their surrender and punishment.

(d) It should be the concern of the Organization to ensure that its assistance is not exploited in order to encourage subversive or hostile activities directed against the Government of any of the United Nations.

(e) It should be the concern of the Organization to ensure that its assistance is not exploited by persons in the case of whom it is clear that they are unwilling to return to their countries of origin because they prefer idleness to facing the hardships of helping in the reconstruction of their countries, or by persons who intend to settle in other countries for purely economic reasons, thus qualifying as emigrants.

/(f) On the

(f) On the other hand it should equally be the concern of the Organization to ensure that no bona fide and deserving refugee or displaced person is deprived of such assistance as it may be in a position to offer.

(g) The Organization should endeavour to carry out its functions in such a way as to avoid disturbing friendly relations between nations. In the pursuit of this objective, the Organization should exercise special care in cases in which the re-establishment or re-settlement of refugees or displaced persons might be contemplated, either in countries contiguous to their respective countries of origin or in non-self-governing countries. The Organization should give due weight, among other factors, to any evidence of genuine apprehension and concern felt in regard to such plans, in the former case, by the country of origin of the persons involved, or, in the latter case, by the indigenous population of the non-self-governing country in question.

2. To ensure the impartial and equitable application of the above principles and of the terms of the definition which follows, some special system of semi-judicial machinery should be created, with appropriate constitution, procedure and terms of reference.

PART I

Refugees and Displaced Persons Within the Meaning of the
Resolution Adopted by the Economic and Social Council of
the United Nations on 16 February 1946

SECTION A - DEFINITION OF REFUGEES

1. Subject to the provisions of sections C and D and of Part II of this Annex, the term "refugee" applies to a person who has left, or who is outside of, his country of nationality or of former habitual residence, and who, whether or not he had retained his nationality, belongs to one of the following categories.

(a) victims of the nazi or fascist regimes or of regimes which took part on their side in the second world war, or of the quisling or similar

/regime

regimes which assisted them against the United Nations, whether enjoying international status as refugees or not;

- (b) Spanish Republicans and other victims of the Falangist regime in Spain, whether enjoying international status as refugees or not;
- (c) persons who were considered refugees before the outbreak of the second world war, for reasons of race, religion, nationality or political opinion.

2. Subject to the provision of sections C and D and of Part II of this Annex regarding the exclusion of certain categories of persons, including war criminals, quislings and traitors, from the benefits of the Organization, the term "refugee" also applies to a person, other than a displaced person as defined in section B of this Annex, who is outside of his country of nationality or former habitual residence, and who, as a result of events subsequent to the outbreak of the second world war, is unable or unwilling to avail himself of the protection of the Government of his country of nationality or former nationality.

3. Subject to the provisions of Section D and of Part II of this Annex, the term "refugee" also applies to persons who, having resided in Germany or Austria, and being of Jewish origin or foreigners or stateless persons, were victims of nazi persecution and were detained in, or were obliged to flee from, and were subsequently returned to, one of those countries as a result of enemy action, or of war circumstances, and have not yet been firmly re-settled therein.

4. The term "refugee" also applies to unaccompanied children who are war orphans or whose parents have disappeared, and who are outside their countries of origin. Such children, 16 years of age or under, shall be given all possible priority assistance, including normally, assistance in repatriation in the case of those whose nationality can be determined.

SECTION B - DEFINITION OF DISPLACED PERSONS

The term "displaced person" applies to a person who, as a result of the actions of the authorities of the regimes mentioned in Part I, section A, paragraph 1 (a) of this Annex has been deported from, or has been obliged

/to leave

to leave, his country of nationality or of former habitual residence, such as persons who were compelled to undertake forced labour or who were deported for racial, religious or political reasons. Displaced persons will only fall within the mandate of the Organization subject to the provisions of sections C and D of Part I and to the provisions of Part II of this Annex. If the reasons for their displacement have ceased to exist, they should be repatriated as soon as possible in accordance with Article 2, paragraph 1 (a) of this Constitution, and subject to the provision of paragraph (c), sub-paragraph (ii) and (iii) of the General Assembly resolution of 12 February 1946 regarding the problem of refugees (Annex III).

SECTION C - CONDITIONS UNDER WHICH "REFUGEES"
AND "DISPLACED PERSONS" WILL BECOME
THE CONCERN OF THE ORGANIZATION

1. In the case of all the above categories except those mentioned in section A, paragraphs 1(b) and 3 of this Annex, persons will become the concern of the Organization in the sense of the resolution adopted by the Economic and Social Council on 16 February 1946 if they can be repatriated, and the help of the Organization is required in order to provide for their repatriation, or if they have definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the Governments of their countries of nationality or former habitual residence, expressed valid objections to returning to those countries.

(a) The following shall be considered as valid objections:

(i) persecution, or fear, based on reasonable grounds of persecution because of race, religion, nationality or political opinions, provided these opinions are not in conflict with the principles of the United Nations, as laid down in the Preamble of the Charter of the United Nations;

/(ii) objections

- (ii) objections of a political nature judged by the Organization to be "valid", as contemplated in paragraph 8 (a)^x of the report of the Third Committee of the General Assembly as adopted by the Assembly on 12 February 1946;
- (iii) in the case of persons falling within the category mentioned in section A, paragraphs 1 (a) and 1 (c) compelling family reasons arising out of previous persecution, or, compelling reasons of infirmity or illness.

(b) The following shall normally be considered "adequate information": information regarding conditions in the countries of nationality of the refugees and displaced persons concerned, communicated to them directly by representatives of the Governments of these countries, who shall be given every facility for visiting camps and assembly centres of refugees and displaced persons in order to place such information before them.

2. In the case of all refugees falling within the terms of Section A, paragraph 1 (b) of this Annex, persons will become the concern of the Organization in the sense of the resolution adopted by the Economic and Social Council of the United Nations on 16 February 1946, so long as the Falangist regime in Spain continues. Should that regime be replaced by a democratic regime they will have to produce valid objections against returning to Spain corresponding to those indicated in paragraph 1(a) of this Section.

x Paragraph 8 (a)

"In answering the representative of Belgium, the Chairman stated that it was implied that the international body would judge what were or what were not "valid objections"; and that such objections clearly might be of a political nature."

SECTION D - CIRCUMSTANCES IN WHICH REFUGEES
AND DISPLACED PERSONS WILL CEASE
TO BE THE CONCERN OF THE ORGANIZATION

Refugees or displaced persons will cease to be the concern of the Organization:

- (a) when they have returned to the countries of their nationality in United Nations territory, unless their former habitual residence to which they wish to return is outside their country of nationality; or
- (b) when they have acquired a new nationality; or
- (c) when they have, in the determination of the Organization become otherwise firmly established; or
- (d) when they have unreasonably refused to accept the proposals of the Organization for their re-settlement or repatriation; or
- (e) when they are making no substantial effort towards earning their living when it is possible for them to do so, or when they are exploiting the assistance of the Organization.

PART II

Persons Who Will Not be the Concern of the Organization

1. War criminals, quislings and traitors.
2. Any other persons who can be shown:
 - (a) to have assisted the enemy in persecuting civil populations of countries, Members of the United Nations; or
 - (b) to have voluntarily assisted the enemy forces since the outbreak of the second world war in their operations against the United Nations.*
3. Ordinary criminals who are extraditable by treaty.
4. Persons of German ethnic origin, whether German nationals or members of

* Mere continuance of normal and peaceful duties, not performed with the specific purpose of aiding the enemy against the Allies or against the civil population of territory in enemy occupation, shall not be considered to constitute "voluntary assistance". Nor shall acts of general humanity, such as care of wounded, or dying, be so considered except in cases where help of this nature given to enemy nationals could equally well have been given to Allied nationals and was purposely withheld from them.

German minorities in other countries, who:

- (a) have been or may be transferred to Germany from other countries;
 - (b) have been, during the second world war, evacuated from Germany to other countries;
 - (c) have fled from, or into, Germany, or from their places of residence into countries other than Germany in order to avoid falling into the hands of Allied armies.
5. Persons who are in receipt of financial support and protection from their country of nationality, unless their country of nationality requests international assistance for them.
6. Persons who, since the end of hostilities in the second world war:
- (a) have participated in any organization having as one of its purposes the overthrow by armed force of the Government of their country of origin, being a Member of the United Nations; or the overthrow by armed force of the Government of any other Member of the United Nations, or have participated in any terrorist organization;
 - (b) have become leaders of movements hostile to the Government of their country of origin being a Member of the United Nations or sponsors of movements encouraging refugees not to return to their country of origin;
 - (c) at the time of application for assistance, are in the military or civil service of a foreign State.

/ANNEX II

ANNEX II

BUDGET AND CONTRIBUTIONS FOR THE FIRST FINANCIAL YEAR

1. The provisional budget for the first financial year shall be the sum of 4,800,000 United States dollars for administrative expenses, and a sum of 151,060,500 United States dollars for operational expenses (except for large-scale re-settlement expenses), and a sum of 5,000,000 United States dollars for large-scale re-settlement expenses. Any unspent balance under these headings shall be carried over to the corresponding heading as a credit in the budget of the next financial year.
2. These sums, (except for large-scale re-settlement expenses), shall be contributed by the members in the following proportions:

A. FOR ADMINISTRATIVE EXPENSES

<u>Country</u>	<u>Percentage</u>	<u>Country</u>	<u>Percentage</u>
Afghanistan	0.05	Dominican Republic	0.05
Argentina	1.85	Ecuador	0.05
Australia	1.97	Egypt	0.79
Belgium	1.35	El Salvador	0.05
Bolivia	0.08	Ethiopia	0.08
Brazil	1.85	France	6.00
Byelorussian Soviet Socialist Republic	0.22	Greece	0.17
Canada	3.20	Guatemala	0.05
Chile	0.45	Haiti	0.04
China	6.00	Honduras	0.04
Colombia	0.37	Iceland	0.04
Costa Rica	0.04	India	3.95
Cuba	0.29	Iran	0.45
Czechoslovakia	0.90	Iraq	0.17
Denmark	0.79	Lebanon	0.06

/Liberia

<u>Country</u>	<u>Percentage</u>	<u>Country</u>	<u>Percentage</u>
Liberia	0.04	Saudi Arabia	0.08
Luxembourg	0.05	Sweden	2.35
Mexico	0.63	Syria	0.12
Netherlands	1.40	Turkey	0.91
New Zealand	0.50	Ukrainian Soviet	0.84
Nicaragua	0.04	Socialist Republic	
Norway	0.50	Union of South Africa	1.12
Panama	0.05	Union of Soviet	6.34
Paraguay	0.04	Socialist Republic	
Peru	0.20	United Kingdom	11.48
Philippine Republic	0.29	United States of America	39.89
Poland	0.95	Uruguay	0.18
		Venezuela	0.27
		Yugoslavia	0.33
			100.00

B. FOR OPERATIONAL EXPENSES (EXCEPT FOR LARGE-SCALE RE-SETTLEMENT)

<u>Country</u>	<u>Percentage</u>	<u>Country</u>	<u>Percentage</u>
Afghanistan	0.03	Ecuador	0.04
Argentina	1.50	Egypt	0.68
Australia	1.76	El Salvador	0.03
Belgium	1.00	Ethiopia	0.07
Bolivia	0.07	France	4.10
Brazil	1.50	Greece	0.15
Byelorussian Soviet	0.16	Guatemala	0.04
Socialist Republic		Haiti	0.02
Canada	3.50	Honduras	0.02
Chile	0.39	Iceland	0.02
China	2.50	India	3.66
Colombia	0.32	Iran	0.39
Costa Rica	0.02	Iraq	0.15
Cuba	0.24	Lebanon	0.05
Czechoslovakia	0.80	Liberia	0.02
Denmark	0.68	Luxembourg	0.04
Dominican Republic	0.04		

<u>Country</u>	<u>Percentage</u>	<u>Country</u>	<u>Percentage</u>
Mexico	0.54	Syria	0.10
Netherlands	0.90	Turkey	0.88
New Zealand	0.44	Ukrainian Soviet	0.62
Nicaragua	0.02	Socialist Republic	
Norway	0.44	Union of South Africa	1.00
Panama	0.04	Union of Soviet	4.69
Paraguay	0.02	Socialist Republic	
Peru	0.17	United Kingdom	14.75
Philippine Republic	0.24	United States of America ...	45.75
Poland	0.61	Uruguay	0.15
Saudi Arabia	0.07	Venezuela	0.23
Sweden	2.20	Yugoslavia	0.23
		New Members	<u>1.92</u>
			100.00

3. Contributions to large-scale re-settlement expenses shall be governed by the provisions of Article 10, paragraph 4 of this Constitution.

ANNEX III

RESOLUTION ADOPTED BY THE GENERAL
ASSEMBLY ON 12 FEBRUARY 1946

(Document A/45)

THE GENERAL ASSEMBLY

RECOGNIZING that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognizing the necessity of clearly distinguishing between genuine refugees and displaced persons on the one hand, and the war criminals, quislings and traitors referred to in paragraph (d) below, on the other:

- (a) DECIDES to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the agenda for the first session of the Council and for report to the second part of the first session of the General Assembly;
- (b) RECOMMENDS to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and
- (c) RECOMMENDS to the Economic and Social Council that it take into consideration in this matter the following principles:
 - (i) this problem is international in scope and nature;
 - (ii) no refugees or displaced persons who have finally and definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the Governments of their countries of origin, expressed valid objections to returning to their countries of origin and do not come within the provisions of (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become
/the concern

the concern of whatever international body may be recognized or established as a result of the report referred to in paragraphs (a) and (b) above, except in cases where the Government of the country where they are established has made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection;

(iii) the main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above;

(d) CONSIDERS that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings and traitors, in conformity with present or future international arrangements or agreements;

(e) CONSIDERS that Germans being transferred to Germany from other States or who fled to other States from Allied troops, do not fall under the action of this declaration in so far as their situation may be decided by Allied forces of occupation in Germany, in agreement with the Governments of the respective countries.

/AGREEMENT

AGREEMENT ON INTERIM MEASURES TO BE TAKEN IN RESPECT
OF REFUGEES AND DISPLACED PERSONS

THE GOVERNMENTS ~~which~~ have signed the Constitution of the International Refugee Organization,

having determined that they will take all measures possible to accomplish expeditiously the entry into effective operation of that Organization, and to provide for an orderly transfer to it of the functions and assets of existing organizations;

having decided that, pending the entry into force of the Constitution of the Organization, a Preparatory Commission for the International Refugee Organization should be established for the performance of certain functions and duties;

AGREE to the following measures:

1. There is hereby established a Preparatory Commission for the International Refugee Organization, which shall consist of one representative from each Government signatory to the Constitution. The Director of the Inter-governmental Committee on Refugees, the Director General of UNRRA and the Director of the International Labour Organization, or their representatives, shall be invited to sit with the Commission in a consultative capacity.
2. The Commission shall:
 - (a) take all necessary and practicable measures for the purpose of bringing the Organization into effective operation as soon as possible;
 - (b) arrange for the convening of the General Council in its first session at the earliest practicable date following the entry into force of the Constitution of the Organization;
 - (c) prepare the provisional agenda for this first session as well as documents and recommendations relating thereto;
 - (d) suggest plans, in consultation with existing organizations and the control authorities, for the programme for the first year of the Organization;

/(e) prepare

(e) prepare draft financial and staff regulations, and draft rules of procedure for the General Council and the Executive Committee.

3. The Commission may, in its discretion and after agreements with existing organizations dealing with refugees and displaced persons, take over any of the functions, activities, assets and personnel of such organizations, provided that the Commission is satisfied that this is essential in order to accomplish the orderly transfer to the International Refugee Organization of such functions or activities.

4. The Commission shall be governed by the rules of procedure of the Economic and Social Council of the United Nations so far as these are applicable.

5. The Commission shall appoint an Executive Secretary, who shall serve the Commission in that capacity and perform such duties as the Commission may determine. He shall be responsible for the appointment and direction of such staff as may be required for the work of the Commission.

6. The expenses of the Commission may be met by advances from such Governments as choose to make advance contributions, which shall be deductible from their first contributions to the Organization; and from such funds and assets as may be transferred from existing organizations to meet the cases provided for in paragraph 3 of this Agreement.

7. The first meeting of the Commission shall be convened as soon as practicable by the Secretary General of the United Nations.

8. The Commission shall cease to exist upon the election of the Director General of the Organization, at which time its property, assets and records shall be transferred to the Organization.

9. This Agreement shall come into force as soon as it has been signed by the representatives of eight Governments signatories to the Constitution of the International Refugee Organization and shall remain

/open for

open for signature by Members of the United Nations which sign the Constitution of the International Refugee Organization until the Commission is dissolved in accordance with paragraph 8 of this Agreement.

IN FAITH WHEREOF, the undersigned representative, having been duly authorized for that purpose, sign this Agreement in the Chinese, English, French, Russian and Spanish languages, all five texts being equally authentic.

DONE at Flushing Meadow, New York, this fifteenth day of December, one thousand nine hundred and forty-six.

INCOMING CABLE

INDEXED

DG.

ACTION : DEPT. OF THE GENERAL COUNSEL
G.C.

copy WR105

WASHINGTON.....TO.....LONDON

No.19121.

Dated : 10 January 1947.

(EN CLAIR)

Rec'd : 8.56 hrs. 10 January 1947.

Re your 14539. *X*

Ward from Davidson.

I.R.O. constitution airmailed today.

Re Originated Mr. Aitkin.

DISTRIBUTION: A/C Warburton.
Miss Gifford.
MISS KIERVOHAN.

DD/CJ.



UN/UNRRA/IGC JOINT PLANNING COMMITTEE

Report of Third Meeting (New Series)

Held at 1430 hours, Wednesday, 27 Nov 46,
Conference Room No. 13, Lake Success

Present:

INDEXED

DEC 26 1946

Sir Raphael Cilento

United Nations - in the Chair

Dr. Joseph Chamberlain

American Council of Voluntary Agencies for
Foreign Service

Miss Aline Cohn

American Council of Voluntary Agencies for
Foreign Service

Dr. Leland Rox Robinson

American Christian Committee for Refugees

Mr. Clarence E. Pickett

American Friends Service Committee

Miss Kathleen Henstein

American Friends Service Committee

DR. Miss Hazel G. Orashev

Church World Service

Mr. Robbins W. Barstow

Church World Service

Dr. A. L. Wernahuis

Church World Service

Mr. Albert L. Harris

Hebrew Immigrant & Sheltering Aid Society

Mrs. Patricia van Delden

Inter-governmental Committee on Refugees

Miss Ruth Larned

International Migration Service

Miss Shaba Strunsky

International Rescue & Relief Committee

Mr. Levy M. Becker

Joint Distribution Committee

Mr. Henry E. Muller

Unitarian Service Committee

Mr. Pierce Williams

United Nations (Refugee Division)

Dr. W. Langrod

United Nations (Refugee Division)

Mr. Jean J. Newman

United Nations (Refugee Division)

Mr. S. C. Sommerfelt

United Nations (Refugee Division)

Miss Julia Henderson

United Nations

Miss Mary Gibbons

U.N.R.R.A.

Mr. R. J. Youdin

U.N.R.R.A.

Mr. M. A. Burinski

U.N.R.R.A.

Miss Florence Black

U.N.R.R.A.

Miss M. Ingeborg Olsen

U.S. Committee for Care of European Children

Mr. Raymond Disco

W.R.S. National Catholic Welfare Conference

Mr. Edward O'Connor

W.R.S. National Catholic Welfare Conference

Miss Eileen Egan

War Relief Services - NENC

CONSIDERATION OF THE WORK OF VOLUNTARY SOCIETIES CONCERNING THE DP PROBLEM

The Chairman opened the meeting by welcoming members of the American Council of Voluntary Agencies for Foreign Service, and paying tribute to the valuable work, in connection with the refugee and displaced persons problem, which had been done by representatives of voluntary associations.

Dr. Chamberlain, Chairman of the ACVAFS, explained that the Council had been formed after the creation of UNRRA. The work of voluntary societies was complementary to the main task carried on by governments and by inter-governmental organizations, and while they had neither the authority nor the personnel to undertake a complete job, they insisted on being allowed to assist in refugee and displaced persons operations.

The Chairman thanked the American Council of Voluntary Agencies for Foreign Service for the interim replies to the questionnaire he had sent them previously, and asked Miss Cohn, Assistant Executive of the Council, for any supplementary information which had more recently become available.

Except where otherwise indicated, Miss Cohn read certain information which she had received in reply to each question and promised to submit it to the Chairman, in writing, completed and corrected in the light of the discussions which took place at the meeting.

Question 1 - EXTENT OF PROVISION OF AID TO REFUGEES AND DISPLACED PERSONS

After Miss Cohn had spoken, Dr. Barnshais, of the Church World Service, explained that in cooperation with the Y.M.C.A. and the Y.W.C.A. and under the auspices of the World Council of Churches, his Organization was assisting refugees with money, and with information as to possibilities of emigrating to the United States. It was also cooperating with the ICC and with the Brazilian Protestant Churches with regard to re-settlement projects in Brazil.

In replying to Mr. Pickett, American Friends Service Committee, the Chairman explained that any information as to the numbers of representatives of voluntary societies, who were working towards either the repatriation or the re-settlement of refugees, or who were assisting in their care and maintenance, would be of great interest.

The representatives of the Hebrew Immigrant and Sheltering Aid Society, the National Catholic Welfare Conference, and the American Friends' Service Committee gave figures additional to the information they had already submitted to Miss Cohn.

In reply to Dr. Chamberlain, the Chairman stated that he would welcome a classification of personnel as to the grade of responsibility of their duties.

Question 2 - NUMBERS OF REFUGEES AND DISPLACED PERSONS IN ASSEMBLY CENTRES OR CAMPS CARED FOR BY ACVAFS

Dr. Chamberlain stated that as no camps were under the direct administration of representatives of voluntary societies, it would be impossible to provide the information asked for in this question.

Question 3 - NUMBERS OF REFUGEES AND DISPLACED PERSONS LIVING OUTSIDE ASSEMBLY CENTRES OR CAMPS RECEIVING ACVAFS AID

After Miss Cohn had spoken, the representative of the JDC stated that there were 50,000 Jewish displaced persons in Germany, Austria and Italy, who were existing on local rations, but who received supplementary help from his Organization. The representative of the War Relief Services explained that a similar situation existed with regard to the 20,000 other displaced persons in the same areas.

Question 4 - CAMPS OR ASSEMBLY CENTRES UNDER DIRECT AUTHORITY OF ACVAFS OFFICERS

After Miss Cohn had spoken, the representative of the JDC stated that there were some small units of Jewish IPs in Italy, who were under JDC administration, but whose food was provided by UNRRA. Mr. Barston, representative of the Church World Service, explained that his Organization was concerned with emigration services, and that in France it shared the responsibility for certain aspects of this work with other organizations.

Question 5 - SCOPE OF OTHER SERVICES SUPPLIED TO REFUGEES & DISPLACED PERSONS

Miss Cohn read the information she had received in reply to this question.

Question 6 - TRAINING AND ESTABLISHMENT IN OCCUPATIONS OF REFUGEES AND DISPLACED PERSONS

After Miss Cohn had spoken, the Chairman emphasized the importance of this aspect of assistance to refugees and displaced persons.

The representative of the JDC stated that his Organization was carrying out negotiations with the U.S. Occupying Forces with regard to the establishment of a wage scale for displaced persons, who, up to the present, had been paid in kind rather than in currency. The JDC hoped that it would be possible to have displaced persons paid in U.S. currency, which they could use later on.

Mr. Robinson, American Christian Committee for Refugees, explained that his Organization specialized in rehabilitation and re-settlement in the United States. It had recently extended its scheme for vocational training to Europe. In France, it worked closely with the IGC and the French authorities, and in Switzerland, it was assisting highly qualified refugee students to complete a professional training. Except in rare cases, it avoided the practice of giving material aid.

Miss Cohn promised to obtain additional information from OIT regarding their activities.

The representative of the JDC explained that a small clothing factory had been established at Lins, Austria, which was being operated by displaced persons. A similar venture had been started in Italy in cooperation with UNRRA officials. If these two attempts proved successful, the JDC was prepared to initiate further schemes.

Questions 7 and 10 - ORGANIZATIONAL PROGRAMMES OF VOLUNTARY SOCIETIES
AND AGREEMENTS UNDER WHICH THEY ARE CARRIED OUT

After Miss Cohn had spoken, and in reply to Miss Strunsky of the International Rescue and Relief Committee, the Chairman stated he would welcome information about activities on behalf of Spanish Republican refugees who were temporarily settled in South America.

Turning to the question of the relationship between the voluntary societies and the authorities, the Chairman pointed out that lack of cooperation in the past had often led to the duplication and sometimes to the triplication of work. He explained the procedure in the British Zone of Germany, where a representative of a voluntary society was first screened and then assigned to one particular area. Identity cards were renewed each month on the basis of the work that had been done. *See report*

Mr. O'Connor, representative of the National Catholic Welfare Conference, stressed the need for active cooperation between whatever new international refugee body might be created and the voluntary societies. These societies could contribute a tremendous amount in social welfare and should be given an opportunity to attempt new methods.

The representative of the JDC thought that although the overall terms of reference between the international organization and the voluntary societies could cover what was common in the functions of those voluntary societies, individual differences of approach to the displaced persons problem should be taken into consideration when contractual arrangements were made.

Dr. Chamberlain pleaded for a great deal of flexibility in whatever arrangements might ultimately be made between the IGC and the voluntary agencies. He thought it would be impossible to lay down detailed provisions, but suggested that a continuous informal relationship should be maintained with the head of each agency, and that each agency should establish contact with the officer in charge of the district in which they were working.

Miss Cohn pointed out that there already existed two general patterns of agreement which should be noted. The first was the type that existed with UNRRA and the military authorities, whereby the voluntary societies carried out operations under their specific control. The second was the type of agreement which existed with the IGC, to which the voluntary societies submitted programs for approval and then proceeded to their implementation independently. The latter type of arrangement was infinitely preferable from the point of view of American voluntary societies.

Mr. Robinson, American Christian Committee, pointed out that under the master agreement between UNRRA and the voluntary societies, personnel were loaned to the latter on certain conditions, that is they did not lose their identity as representatives of specific associations. In this connection,

He mentioned UNRRA's emergency programmes in the Balkans and North Africa. Another method of working was that whereby the voluntary societies carried out individual projects, in agreement with the military authorities, which screened the personnel involved.

Several speakers emphasized the value of the contribution which had been made in the past and could be made in the future by the voluntary societies, and urged that they be allowed to continue their work.

Dr. Langford, of the United Nations Refugee Division, expressed the view that the whole question of relationship between voluntary societies and other bodies depended on their method of working. The personnel of British voluntary societies who were loaned to UNRRA had a tendency to lose their identity, and become a part of the administration. The majority of American societies, on the other hand, continued to maintain specific programs along the lines of various aspects of the work of UNRRA and the IGC. The contribution of voluntary societies would not be of any value if this were to result in a duplication of work, but an international refugee organization would undoubtedly welcome the cooperation of societies carrying out supplementary programs.

The Chairman raised the question of the possibility of voluntary societies undertaking the financial responsibility for their workers in displaced persons operations. It was generally agreed that providing such personnel received the customary privileges from the occupying authorities, the actual cost of their maintenance could be borne by the organizations.

Question 8 - SCREENING OF REFUGEES AND DISPLACED PERSONS

The Chairman pointed out that this did not refer to screening for political or security purposes, but to the methods employed by the voluntary societies in determining the eligibility of refugees and displaced persons for the benefits they provided. Certain representatives pointed out that the services of voluntary societies were extended to displaced persons regardless of their nationality, creed or political belief, although because of their very nature some societies granted preferential treatment to certain categories of persons.

Questions 9 and 11 - PRESENT ACTIVITIES IN CONNECTION WITH REPATRIATION, RE-SETTLEMENT AND RE-ESTABLISHMENT, AND FUTURE PROGRAMMES

After Miss Cohn had spoken, Dr. Barnshuis, Church World Congress, pointed out that re-settlement in the United States depended upon the United States immigration laws. After a displaced person entered the United States, however, he could count upon the assistance of American Churches in the process of re-establishment.

With regard to plans for 1947 and later, the representatives of the voluntary societies were able to assure the Chairman that they intended to continue assistance to refugees and displaced persons to the greatest extent possible.

Mr. Robinson, American Christian Committee, expressed the hope that the flow of refugee emigrants to the United States could be facilitated on the basis of individual and corporate affidavit support and that the United States quota system could be liberalized. He reminded the Committee that some voluntary societies were undertaking the whole range of services for re-settlement from the original selection to cash grants for final re-establishment in connection with the program of vocational training. Mr. Robinson pointed out that, pending re-establishment, displaced persons, themselves, could be trained as teachers and could then establish their own training centers in the camps. This would help to fit them for life in another country and also to prevent the demoralization that springs from idleness. In this respect the ORT and the American Christian Committee must be regarded as an important nucleus of a scheme which could be greatly enlarged. Mr. Harris stated that, although HIAS could not assume quite as full responsibility as Mr. Robinson had indicated, it was expanding its activities in connection with emigration and re-settlement.

The representative of the American Friends' Service Committee announced that her organization also intended to expand its work in this connection.

The representatives of the voluntary societies were unanimous in assuring the Chairman that it would be impossible for them to attempt even the most basic maintenance of displaced persons in Europe without outside assistance.

As regards maintaining supplementary services at their present level, Mr. O'Connor, National Catholic Welfare Conference, pointed out that even with reasonable financial contributions, some of the voluntary societies would have to make the difficult choice of how much money should be used for resettlement, i.e., the ultimate solution of the refugee problem, and how much for camp installations.

The representative of the JDC stated that his organization would certainly not spend less in 1947 than in 1946, and agreed with Mr. O'Connor that resettlement was the ultimate solution, which would therefore be given priority consideration by the JDC over supplementary services.

Question 12 - DRAFT CONSTITUTION OF THE IRO

With reference to the IRO draft constitution, Mr. Robinson, American Christian Committee, stated that its provisions were satisfactory, taking into consideration the present political situation, but strongly urged the rejection of the Egyptian proposal to suppress the work of the voluntary societies, as did other subsequent speakers.

Miss Cohn said that the voluntary agencies felt more concern with regard to the proposed amendments than with regard to the terms of the constitution.

The Chairman gave a short summary of the progress of the discussions of the General Assembly on the draft constitution of the IRO and relevant matters.

Finally, the representatives of the voluntary societies agreed to submit to Miss Cohn any corrections or additions to the information which they had originally given her which appeared necessary in the light of the foregoing discussion, ^{she would} then submit this information in tabulated form to the Chairman at the earliest possible moment, and in any case by 7 Dec 46.

The Chairman thanked the representatives of the American Council of Voluntary Agencies for Foreign Service for their attendance at the meeting and stated how valuable he felt cooperation at this level between the Council and the Joint Planning Committee would prove.

The meeting rose at 4:50 p.m.

UN/UNRRA/IGC JOINT PLANNING COMMITTEE

Report of Fourth Meeting (New Series)

Held at 1430 hours, Friday, 29 Nov 46,
Conference Room No.12, Lake Success

Present:

Sir Raphael Cilento (UN) - in the Chair.

Mr. Pierce Williams) United Nations
Mr. Jean J. Hermen	
Mr. S. Chr. Sommerfelt	
Dr. W. Langrod	
Mr. A. G. Kolesnikov	

Miss Mary Gibbons) U.N.R.R.A.
Mr. M. A. Burinski	
Colonel A. Katzin	
Mr. R. Youdin	

Miss Martha Bichle Inter-governmental Committee

Apologies for absence were received from:

Mr. A. E. Davidson	U.N.R.R.A.
Miss Julia Henderson	United Nations

1. The Chairman stated that the subjects on the agenda would be dealt with in order but would be discussed in a general sense and would not be the subject of any resolution.

2. UNRRA REPORT ON INTERIM ARRANGEMENTS

At the request of the Chairman, Colonel Katzin, as a co-author of the UNRRA "Survey of DP Operations, Europe, in relation to transfer to IRO", outlined certain proposals which included the establishment of a small UNRRA Committee to work in conjunction with whatever interim organization of IRO should be set up, in order that they might jointly plan future operations within the framework of the budget as approved. It was obvious that re-organization and co-ordination would require several months, and a saving of time could be made by prior agreement on the main form of the arrangements necessary. In particular, the general form of agreement with occupation authorities within the scope of the functions and the budget would require attention. It was not possible, in the opinion of Colonel Katzin, to carry out the functions proposed for IRO with the budget proposed if standards set by UNRRA were to be maintained. Moreover, certain specific obligations would immediately become matters of importance, e.g., the matter of UNRRA supplies now being imported into Italy. By January or February, unless something were set up in place of those supply lines, it is doubtful how far the Italian Government would be able to continue to maintain displaced persons. Although this situation would arise regardless of whether IRO came into being or not, obviously immediate agreed steps were necessary.

3. The Chairman stated that the question of the functions of the IRO and the definitions of persons who were its concern were presently under discussion and might be finalised within the next few days. Since the categories of persons to be dealt with and the type of service to be rendered would then be defined, the Secretariat of the United Nations, with UNRRA and the IGC, might tentatively plan certain things:

- (a) The considerations required for agreement with each occupation authority and government concerned;
- (b) Arrangements for co-operation with UNRRA, and the IGC during the preparatory or interim period.

He added that, with the permission of UNRRA, their report might serve as a basis for discussion in that regard at an opportune time, in all matters except resettlement, which could profitably be discussed with IGC. Colonel Katzin for UNRRA, and Miss Biehle for IGC, supported the proposal for exploratory discussions along these lines.

4. The Chairman mentioned the importance of defining the situation with regard to voluntary agencies and their future in the field (see paragraph 9 below).

5. The Chairman, in view of the uncertainty that existed at present as to the fate of the IRO proposals and also those for the preparatory or interim body of IRO, asked for tentative and non-binding suggestions as to what the Joint Planning Committee, in virtue of its mandate to plan for the initiation of the work of the IRO, should do until that body, or some other appropriate body, came into being. Presumably, if and when an interim body or preparatory commission were established, the function of the Joint Planning Committee would lapse. Colonel Katzin expressed the opinion that if no decision were taken to set up IRO there would be little that the Joint Planning Committee could effectively do. On the other hand, if an interim commission with a definite mandate were appointed with adequate budgetary provision, we could all do useful work in adjusting presently established procedures to the new budget. For this purpose there would need to be, he thought, some separation of function as between policy and operational planning.

6. Mr. Newman suggested that if there were no interim commission established the Secretary-General might ask the General Assembly to widen the terms of reference of the Joint Planning Committee to include operations as and when necessary, in view of UNRRA's elimination from the picture not later than 30 June 47. He pointed out that this would require a provision of funds by such governments as were willing to advance them. He also referred to documents previously discussed for presentation to organs of the United Nations, and suggested that since most delegates had come to the General Assembly armed with full powers to sign the constitution of the IRO, it might be possible, in default, to call a diplomatic conference of those powers which desired to participate in establishing a preparatory commission or an inter-governmental commission. The Chairman referred to the fact that there was wide speculation on this subject at present, both within and without UN, and mentioned Mrs. Roosevelt and Mr. Sumner Welles, both of whom had referred to inter-governmental intervention, particularly with regard to resettlement. The Chairman further postulated the possibility of the establishment of some suitable planning committee, based on UN, co-ordinating the activities of government and other bodies, self-sufficient and self-financing, and providing between them care and maintenance, repatriation, resettlement and supplementary services and amenity supplies. He pointed out that UNRRA and the IGC would continue to function without reference to the decisions of the General Assembly regarding IRO, within the limits of their own constitutions, but that it was obviously essential to plan against the emergencies that a failure of decision would make important.

7. ASSUMPTIONS INHERENT IN THE BUDGET OF THE IRO

Mr. Ioudin, speaking to the suggestion that the proposed budget for the IRO was insufficient to fulfill its mandate, suggested that it would be possible for the United Kingdom and United States Governments to grant any appropriations sufficient in size to cover any deficiencies; and, moreover to ensure that any agreements which IRO made with military or other administrative authorities should contain commitments for the free provision by those authorities of services and supplies to the requisite amount. It was mentioned by several members that it was doubtful whether, in face of recent developments, reliance could be placed upon this eventuality. It was further stated that in view of the known situation in Germany it was unlikely, for purely economic reasons, that IRO would be able to lean as heavily on the German economy as UNRRA had done, while dependence upon the German economy to an increased extent was certainly unlikely.

8. The Chairman thanked UNRRA for the provision of detailed information as a basis for the establishment of a synthetic budget for IRO. He stated that these proposals were at the disposal of the Secretariat but that no instructions had yet been received as to whether or not they would be made available to the General Assembly. They would, of course, be at the disposal of any interim body set up.

The Chairman, at the request of the Committee, agreed to submit to Monsieur Laugier, for the Secretary-General, a statement based on:

- (a) The UNRRA "Survey of DP Operations, Europe, in relation to transfer to IRO";
- (b) "Summary Statement on IRO Proposed Budget and a Projected Minimum Budget" submitted by UNRRA;
- (c) Any conclusions arising from (a) and (b), viewed in the light of specialised knowledge of the current situation and of the progress of the present discussions on the constitution of the IRO.

9. VOLUNTARY SOCIETIES

The Chairman reported that at the meeting of the Joint Planning Committee held on Wednesday, 27 November 46, representatives from the American Council of Voluntary Agencies for Foreign Service had attended and had provided some valuable information as to the number of personnel they had working in the field of refugees and displaced persons, their location, the types of work they did, etc. Miss Aline Cohn, Executive Assistant of the Council, had promised to submit as soon as possible complete and corrected information on these subjects.

The voluntary agencies provided for the most part supplementary services and amenities, but some of them were doing considerable work in training and retraining, as well as in assisting in emigration and resettlement in co-operation with the IGO. The Chairman expressed the opinion that it would be most important to have the voluntary societies continue to provide supplementary services and amenities in order to lift living conditions among DPs beyond the effects of the present deterioration of the German economy. In the event that the presently estimated budget of the IRO were adopted, then again the work of the voluntary societies would be most valuable in supplementing that of the IRO.

10. The Chairman went on to report that the voluntary societies were very anxious to continue their work and had funds, and in some cases programmes, ready for 1947. They were most anxious to retain their independent identities and preferred to work under the type of "broad agreement" system which was now operating in the American Zone of Germany to the stricter "civil service" arrangement which was said to be rather the basis of that in force in the British Zone. They had pleaded for flexibility of arrangements regarding their relationship with the IRO, to allow for the varied circumstances in which they operated.

The Chairman stated that on being asked whether they could maintain their own personnel in the field, if necessary, none of the voluntary societies had said they could not. One or two had stated that access to PX facilities, etc., would be essential, and it had also been pointed out that the expenditure of funds on the maintenance of personnel would mean less money available for the direct benefit of displaced persons. The voluntary societies had seemed satisfied with the present draft of the constitution for the IRO but great concern had been expressed regarding the amendments designed to eliminate voluntary societies.

At the conclusion of his report, the Chairman pointed out that many voluntary societies now work under agreements with UNRRA, which would lapse when UNRRA ceased to exist, and suggested that the Committee might consider whether those societies should work under independent agreement with the local occupation authorities or governments, or whether they should work directly under the IRO.

11. Miss Gibbons pointed out that in Austria the voluntary societies had direct agreements with the Government, whereas in Germany they all worked under the "umbrella" of UNRRA, and the latter had proved to be by far the more satisfactory arrangement. In order to avoid confusion, she thought that the voluntary societies should work by direct agreement with the IRO, and that if that Organization did not come into existence, then the Secretariat of the United Nations should co-ordinate their activities and act as liaison between them and the occupation authorities. This view was supported by Dr. Langrod and Colonel Katsin. It was the general opinion of the Committee that where voluntary societies worked on behalf of both the displaced persons and the German population they would have to have separate agreements for the two branches of activity.

12. Miss Biehle said that as far as the work of migration and settlement was concerned, the voluntary societies would hold a relationship to IGC similar to that held by them to UNRRA.

13. The Chairman then mentioned that in any case it appeared that there were two functions to be envisaged if any responsibility for refugees were to be undertaken, namely:

- (a) A preparatory stage; and
- (b) A stage of increasing operational intervention.

In the preparatory stage attention could readily be given to the matters previously mentioned in paragraphs 2, 3, and 4 above.

14. TRAVEL DOCUMENT

At the request of the Chairman, Mr. Sommerfelt outlined, with commentary, the provision made for a travel document by IGC at its October conference. The significance of the various points was emphasized as appropriate, and the document was available, together with the annexes, for study as desired.

It was emphasized that the document was intended to provide a travel permit and a right of return to the country of issuance, but that such permit could not be held by anyone with whom they would duplicate an existing Hansen passport or other similar document. It was not available for use by persons in the occupation zones of Germany, but further discussion on this aspect was continuing among interested parties. In response to an enquiry from Mr. Burinski, Mr. Pierce Williams, who had attended the meeting as observer for the Department of Social Affairs, admitted that the Polish representative at the IGC conference was opposed to the use of the document and had reserved all political and state rights in respect of it and Polish subjects. Subjects of sovereign states, it was pointed out, were, however, excluded, since they were not in fact persons who were without the protection of any government. Only those countries who had signed the agreement could issue the document and they were at liberty to denounce the agreement, the denunciation becoming effective six months after the date of receipt of notice.

Two additional points were covered:

- 1. The question of the abrogation of the document upon re-establishment of the holder in another country in certain circumstances; and
- 2. Its availability to assist stateless persons to make a "round trip", i.e., to return to the country of issuance of the document - a matter that might be of considerable importance in some instances.

15. EMPLOYMENT POLICY:

The Chairman read for the information of members a memorandum received from UNRRA regarding compulsory employment among displaced persons (with certain exceptions) in Austria. A copy of this memorandum is attached hereto.

16. VISIT TO EUROPE

Mr. Pierce Williams gave an outline of his experiences and impressions during a recent visit to Western Germany, under instructions from the Division of Refugees and Displaced Persons of United Nations, and copies were distributed.

Mr. Williams was very emphatic that failure to institute some body competent to deal with the problem of refugees and displaced persons would result in reversion to military control at a time when the occupation authorities were insufficiently equipped to meet the problem, and to some extent, in his opinion, were unaware of the fact. He thought that "catastrophic" was not too strong a word to apply to what might be the resulting situation. He trusted that a sufficiently emphatic indication of the situation might reach the competent authorities now engaged in the discussion of this problem along appropriate channels, in order that action might be taken while there was still time. It was necessary to set up a simple international organization to do something.

17. Miss Biehle suggested that the Committee should stress the importance, in the right quarters, of certain provisions which seemed to have been lost sight of in the lethargy which had developed in the deliberations on the problem of refugees and displaced persons, and should try to put new vitality into such deliberations.

18. Mr. Youdin thought the Secretariat of the United Nations had not played a very leading role in the discussions of the problem before the Economic and Social Council at its Third Session or before the Third Committee of the General Assembly. He thought the Joint Planning Committee should suggest that some sort of representations should be made by the Secretariat of United Nations,, even if only of a budgetary nature, showing the discrepancy between the proposed funds and mandate of the IRO, and any other matters which might be considered fruitful.

19. The Chairman stated that the mandate was to the Secretary-General who, himself, considered that if the Joint Planning Committee desired to make representations to him they were perfectly at liberty to do so. He would study any document presented and would take such action as seemed desirable. The Chairman added that he would take the responsibility for expressing the views of the Committee in a report to Monsieur Lengier for the Secretary-General. If the Committee desired that a draft be prepared for submission to it, for further authorization, that could be done. If, on the other hand, the Committee felt able to entrust the matter to him, the Chairman stated that he would undertake it, to which course the Committee agreed.

20. The meeting adjourned at 1700 hours.

To: UNRRA-IOC-UN Joint Planning Committee
From: Alfred E. Davidson, General Counsel, UNRRA
Subject: Implementation of UNRRA Employment Policy for
Displaced Persons in Austria

INDEXED

1. Background

The Austrian Government adopted on 15 February 1946 a compulsory employment law, expiring 31 December 1946, requiring able-bodied persons having permanent or temporary residence in Austria to undertake emergency work in the fields of food supply and reconstruction. The Austrian Government requested the Allied Council to apply this law to displaced persons in the camps. USFA thereupon proposed to apply it to displaced persons, except persecutees, and proposed the penalty of ejection from the camp. A British Military Government ordinance of an earlier date already required displaced persons, on penalty of loss of privileges, to engage in work available in the camps or outside with the military authorities or in Austrian employment essential to the community. UNRRA considered that the application of the Austrian law would be useful in encouraging repatriation and to the displaced persons themselves, but was not willing to authorize ejection of displaced persons from the camps without the approval of the Central Committee.

2. Central Committee Resolution

The Central Committee gave such approval in its resolution of 18 June 1946. This resolution provided that able-bodied displaced persons in Austria, with certain exceptions, should be required to accept suitable employment under conditions not less favorable than those for the local population. The resolution exempted persecuted groups and those who elected to be repatriated, or who were engaged in vocational training or who were required in connection with the administration of assembly centers. Displaced persons refusing to accept employment were to cease to be eligible for UNRRA care, with the possibility of readmission to assembly centers if they subsequently elected to be repatriated. The Central Committee requested the member governments concerned and the Director General to issue the necessary instructions.

3. Implementation of Resolution

As of the First of October, both the U.S. and British military authorities had applied the Austrian law to displaced persons in their zones. The USFA order was based on the Central Committee resolution, incorporating the exemptions, and required a registration of displaced persons in camps for labor purposes. This has now been done. The British Military Government order applied the Austrian law to all displaced persons in penalty of prosecution before a military government court and exempted from required work outside the camps only displaced persons who were employed in the camps or who were liable for imminent repatriation or resettlement. Appropriate safeguards were provided in both orders against discriminatory application of the Austrian law to displaced persons. In the French zone similar machinery to that in the other zones has been set in motion but no military government order had been issued as of the First of October. The UNRRA Mission has requested that the exceptions and reservations of the Central Committee resolution be followed there in practice.

The Mission reports that the law has not had the results expected, since most displaced persons appear either to have been already working for the military, UNRRA or the Austrians or else to fall within one of the exceptions. It is expected, however, that the application of the law will have a psychological effect in encouraging repatriation by discouraging the impression that DP status is something permanent and desirable.

The ultimate aim of the application of the Austrian law to displaced persons is, of course, to obviate a situation by which those receiving relief in Austria might be able to enjoy its benefits without making the same contribution to Austrian recovery as are Austrian nationals themselves. This policy of placing those displaced persons who have thus far chosen to remain in Austria on an

nearly as possible the same basis as Austrians is currently being elaborated by the Military in some other respects. Thus, in order that displaced persons may not draw more benefits from their protected position than the nationals of the country in which they are staying, all of the Zone Commands have established regulations by which deductions from the wages of displaced persons are made for the value of food, lodging and social services which they have heretofore received at the ultimate expense of the Austrian Government. While the UNRRA Mission does not consider that these regulations are a matter for its direct concern, it has in all cases made detailed reviews of the application of the policy involved in order to assure that United Nations displaced persons are not subjected to discriminatory disadvantages. Administrative suggestions have also been made to the Military, and it is now believed that the regulations as currently applied are calculated to place the displaced persons on a more realistic economic basis, relieve the burden which they place upon the Austrian Government as a liberated country, and at the same time serve as a psychological inducement to repatriation.

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23 October 1946

Notes on Conference on Starting Posts in Social Questions Division, Department of Social Affairs, Which May Take Over UNRRA Welfare Services.

Present were Harry Marsh, Mary Gibbons, Donald Fletcher, James King, all representing UNRRA, Miss Barrett on loan from UNRRA to Department of Social Affairs, and Elizabeth Cosgrove of United Nations Bureau of Personnel.

Mr. Marsh presented a list of Welfare Personnel in UNRRA in European Missions. Biographical data on those recruited in the United States were given. Other data were given on those recruited in Europe. Some inevitable inaccuracies, Mr. Marsh reported, appear in the list, but in general it could be considered reliable.

Before coming to the conference, Miss Gibbons, Mr. Marsh, and Mr. King had apparently reached the conclusion that the most satisfactory method of evaluating UNRRA staff for takeover to United Nations staff would be for Miss Cosgrove to go to London. There at European Regional Office headquarters, the staff would be available to give oral evaluations of all of the welfare services staff. An interviewing board for selection could be established. Aside from the merit of securing evaluations from those who know the present UNRRA personnel, the group believed that time would be saved. The need for early and rapid action was stressed since some persons have already received notices of separation, and the best will have made other plans if delay occurs.

If it is not possible for Miss Cosgrove to go to London, an alternate plan would be for the United Nations Temporary London Office in London to deal with European Regional Office headquarters. Mr. Sherpley could serve on the interviewing board which could be established. A welfare specialist, perhaps Miss Selene Gifford, might serve on such a board.

Whichever plan is adopted, it will be necessary to send to the European Regional Office the fullest and earliest information possible in regard to the numbers, grades, and nature of the posts. Miss Barrett gave a brief resume of the tentative budget proposals which provide for 51 posts, 6 of which are clerical.

Miss Gibbons spoke of the need for United Nations to keep in mind the fact that posts in United Nations will also serve the Children's Fund in conformity with Mr. Lie's recent statement.

It was agreed that UNRRA would also supply United Nations with biographical data in regard to personnel in the Displaced Persons Operations, since many of them will have the desired background for welfare services. Mr. Marsh will send these data as soon as he gets the list of them. He will also send information on the welfare and displaced persons personnel in China.

The China personnel will probably not be refunded within a year. However, in line with present policy, Mr. Marsh believes a transfer to United Nations could be effected.

As soon as a decision is made as to the plan for recruitment, Miss Cosgrove will notify UNRRA.

UN-UNRRA-IGC JOINT PLANNING COMMITTEE

Summary Report of the First Meeting

Held at Lake Success, New York
On Thursday 17 October 1946 at 2:30 p.m.

Chairman:	Mr. Henri Langier (U.N.)
Alternative Chairman:	Sir Raphael Cilento (U.N.)
Present:	Mr. Howell (UNRRA) Mr. Youdin (UNRRA) Mr. Davidson (UNRRA) Mr. Malin (IGC) Mr. Perez Guerrero (U.N.) Miss Henderson (U.N.) Mr. Newman (U.N.) Mr. Langrod (U.N.) Mr. Sommerfelt (U.N.) Mr. Kolesnikov (U.N.)

Mr. Langier (U.N.) opened the meeting by explaining the importance of the work of the Joint Planning Committee. The Economic and Social Council had complained of the inadequacy of the information at its disposal concerning refugees and displaced persons and this Committee would have the function of developing and broadening that information so as to provide a basis on which to plan the work of the IRO. He then handed the Chairmanship of the Committee to Sir Raphael Cilento, Director of the Division of Refugees and Displaced Persons.

The Chairman stated that the agenda for this meeting had been drawn up with the idea of showing what relevant information was available and what new information it would be necessary to gather. He suggested that the Committee should consider the agenda paragraph by paragraph.

Paragraph I (Revision of facts concerning the scope of RP operations - UNRRA).

As regards paragraph I 1 (a), Mr. Youdin (UNRRA) stated that there would be no difficulty in providing figures for displaced persons at present in UNRRA camps, but that UNRRA did not have complete figures of displaced persons existing outside these camps.

As regards paragraph I 1 (b), he stated that he could specify how many camps were operated by UNRRA, the military authorities or voluntary societies, but not how many persons there were in each, except in the case of UNRRA camps.

It would be possible to give up-to-date information as to nationalities, but as to age and sex only that for Germany as at 1 May 46.

Both Mr. Youdin and Mr. Davidson (UNHRA) agreed that it would be very difficult to provide estimates of the number and location of unaccompanied children.

Some estimates could be given as to the number and location of DPs living outside Assembly Centres but the information asked for in paragraph I 2(b) was so closely linked to future IRO policy that it seemed inappropriate for UNHRA officials to attempt to provide it.

Decision.

It was agreed that both UNHRA and IRO representatives would prepare a paper on the care of DPs outside the Assembly Centres. This information would be specifically related to the work of the IRO by representatives of the UN and this third paper would then be examined by Miss Henderson (UN) from the point of view of the budget.

With regard to paragraph I 3, the Chairman pointed out that the employment of displaced persons was subject to restrictions in various places, as for example in Germany where local burgemeisters would employ no more than seven and a half per cent of the persons in each camp. Another thing to be taken into consideration was the proposal to give the mark a currency value, a step which would materially affect the employment of displaced persons.

In this connection Mr. Youdin (UNHRA) drew attention to the fact that forty per cent of the wages of UNHRA Class 2 employees (these are displaced persons) was being paid in foreign exchange.

Mr. Davidson (UNHRA) stated that the UNHRA Central Committee in Austria had adopted a policy of compelling persons to work if they had an opportunity to do so. He announced that he would present the Committee with a copy of this resolution.

The Chairman emphasized the psychological problem attached to the employment of displaced persons in Germany. They frequently had to work under a German foreman and always on projects which were German in character.

Mr. Davidson (UNHRA) suggested that as all information on this question would have to come from the field, he should cable the UNHRA offices abroad and ask if it would be feasible to collect it. Mr. Malin promised similar information with regard to refugees in France, Switzerland, Spain, Portugal, Belgium and Holland.

Decision.

It was agreed that Mr. Davidson and Mr. Malin should report the results of their enquiries at the next meeting.

Paragraph I 4 covered the personnel problems of UNHRA and in this connection, Mr. Davidson (UNHRA) pointed out that the whole personnel set-up was now in the process of re-organization. As the IRO was contemplating a much smaller staff than that with which UNHRA had commenced operations, it would be wiser to study personnel figures on the basis of the reduced staff. It would perhaps take a week or two to collect this information.

The Chairman stated that the IRO budget would probably be discussed at a very early stage in the General Assembly and it was important that the problem of personnel should have been carefully thought out beforehand. In reply to Mr. Davidson, he admitted fears concerning the adequacy of the budget, but stressed the difficult position which existed. While the budget had to be a workable one, it also had to be low enough to induce states to become members of the Organization.

Mr. Davidson felt that UNHRA would be able to provide some estimates as to the staff which would be needed and also comparative figures to justify the amount budgeted for. This might take a week or two.

The Chairman drew attention to the Far Eastern displaced persons problem and the dissatisfaction with the IRO budget which had been expressed by the Chinese delegation at the third session of the Council. It could not be denied that adequate provision for Far Eastern DPs would have to be made in the budget for the second year of IRO operations. Otherwise the question might find its way to the Commission on Human Rights.

Paragraph II (Revision of facts concerning the scope of refugee operations under the control of the IGC).

Mr. Malin (IGC) stated that whatever statistical information the IGC possessed had already been submitted to the United Nations during the Special Committee on Refugees. The IGC had no vast statistical machine, nor did it need it. Its function was to look after the legal and political protection of refugees in countries where UNHRA was not carrying on operations. In its work it was aided by representatives of voluntary societies. Recently it had started working on resettlement possibilities in Latin America. The IRO would need little extra staff to carry on the functions to be taken over from the IGC.

He suggested the deletion of the footnote to paragraph II 1 as many Spanish Republican and also Nansen refugees who no longer needed financial assistance still depended upon the IGC for political protection.

The Chairman pointed out that if IRO funds proved inadequate, it might be possible to continue refugee work along the lines followed by the IGC, that is to do a partial job through voluntary societies linked to the IRO.

In connection with the many questions as to resettlement possibilities, Sir Raphael Cilento expressed the view that states which asked for immigrants should bear a certain responsibility in regard to them and the costs involved. In many cases the paucity of reception possibilities was directly due to existing unfavourable immigration legislation.

Mr. Malin (IGC) agreed to prepare his information for 25 October.

At the request of the Chairman, Mr. Langrod (UN) agreed to submit information as to ILO policies regarding resettlement.

It was agreed that the Committee should receive as soon as possible a report on the IGC Conference which had been discussing in London the question of the provision to refugees and stateless persons a Travel and Identity Document.

Paragraph III (Budgetary and financial provisions).

The Chairman explained that what was wanted was a simple projection of figures which could be used as a reasonable basis for comparison with the IRO budget.

Mr. Youdin (UNRRA) stated that he could provide estimates for paragraph III 1(a), in respect of Germany and the Middle East and, as Germany was the focal point of the whole DP problem, these figures would be the most important ones. With regard to the cost of basic supplies, paragraph III 1(d), it was pointed out that the military authorities would be in the best position to give accurate information.

Decision.

It was agreed that UN officials would attempt to collect data from the military authorities.

Mr. Howell (UNRRA) was reluctant to provide figures as to the value of capital equipment at operational level, as such an appraisal would be purely synthetic. The Chairman, nevertheless, requested whatever information he might have on this subject, as UNRRA was the only source of such information.

Both Mr. Davidson (UNRRA) and Mr. Youdin (UNRRA) considered that some reference to the military authorities' commitment to maintain the line of supplies for the IRO should be written into the Constitution.

There would be no difficulty about providing details as to UNRRA salary schemes.

Mr. Malin (IGC) felt that it would be impossible for him to make specific mention of the voluntary societies' contribution towards the work carried out by the IGC. He would be able to provide information on paragraphs III 2(a), (b) and (d), although the IGC budget was very small compared to that of UNRRA.

As regards the reparations money for refugee work, he suggested that a note should be made of Sir Herbert Emerson's speech on this subject in the Finance's sub-committee.

After a short discussion, it was agreed to postpone consideration of the position of the voluntary societies until the next meeting. The Chairman announced that representatives of Jewish, Roman Catholic and Protestant organisations had agreed to assist the Committee and it was decided that the Refugee Division of UN should request information from them in writing in the first instance.

TRENDS REGARDING IMMIGRATION,

as discussed by the Permanent Migration Committee of the International Labour Office (August 1946). Information based on the Report of the Committee, dated 31 Aug. 1946, (Document PMC/1/12).

The problems of post-war immigration prospects were discussed by the Permanent Migration Committee of the International Labour Office, at its first session held in Montreal from 26 to 31 August 1946, under the Chairmanship of Mr. Paul Van Zeeland. Twenty-five Governments were represented, and in addition three Governments sent observers.

The International Labour Office circulated to the members of the Committee a note characterising the existing prospects of migration movements during the next few years (document P.M.C. 1/5) and a memorandum on Immigration Policy (including monographs for 16 countries of immigration) which had been prepared by the Office in March 1946 for the Anglo-American Committee of Enquiry into the Problems of European Jewry (document PMC/1/6). These two documents are available at the Secretariat of the United Nations for information of the members of the UN-UHRRRA-IGC Joint Planning Committee.

The members of the Committee generally expressed views favouring a great increase in future migration, both in the interest of countries of emigration and of immigration and as part of the development necessary for the improvement of international trade and the raising of standards of living in different countries of the world.

It was, however, pointed out by the representatives of countries of immigration who plan to receive immigrants in large numbers that immigration cannot begin on a wide scale in the near future. There is a lack of shipping to provide the transport across the seas. In the case of certain countries, which had sent large numbers of their people abroad in the armed forces, the transportation available is being used for their return. It was also pointed out that housing was not available in many of the countries of immigration, and representatives of certain countries declared that what housing is available must be used first of all for the members of their armed forces who have been demobilized in considerable numbers. Representatives of other countries said that there would have to be housing provided before large numbers of immigrants could be brought into these countries under proper conditions.

Again it was pointed out that time would be required for the preparation of the projects of settlement for agricultural settlers -- often an expensive and long-time preparation would be necessary -- and that industrial workers should not be brought in until there was work appropriate for them to do. Representatives of countries which are demobilizing their armed forces in large numbers emphasized that these men and women as well as the persons who have been working in war industries must be provided with jobs before immigrants from abroad can be welcomed.

Certain of the immigration countries' members pointed to the very large expense that would be involved in transport and in the preparation of land or provision of work for immigrants and said that it would be difficult for them to find the financial resources which would be needed for large scale immigration. They urged that migration was an international interest, which would benefit countries other than those directly concerned, and therefore there should be consideration of aid in financing such movement.

It was noted that owing to the great destruction caused by the war there would be little emigration from many of the former countries of large emigration, like Poland. Representatives of other countries of emigration stated either that they would like to see the emigration of their nationals resumed as soon as restoration work at home is sufficiently advanced to permit it, or that they would have ~~have~~ available large numbers of emigrants immediately.

As regards countries of immigration, the representative of France said that his country needed a considerable immigration of upwards of a million to aid in restoration of the devastation caused by the war and to man the mines and industries of France.

The necessity of international co-operation in many cases in fulfilling the conditions necessary for a large scale immigration was stressed by many speakers and the Committee therefore incorporated in its Resolution a paragraph urging all countries to co-operate with one another to the maximum possible extent, either through the appropriate organs of the United Nations and appropriate specialized agencies or through bi-lateral agreements.

The serious plight of the refugees and the importance of a solution of the problem of finding settlement for them was stressed by several speakers. Mexico, Egypt, France and Sweden emphasized that they had already received

many refugees to whom they were giving shelter. Mexico declared her readiness to receive other refugees, particularly Spanish Republicans. The Administration in the United States has expressed its intention to try to get the Congress to modify the quota law in favour of admitting certain refugees and displaced persons. Venezuela is ready to accept refugees but it cannot finance their movement, so it suggested that UNHRA might do so. The UNHRA representative stressed the importance of the problem of refugees and displaced persons and urged that the countries of immigration take it into consideration in planning their immigration policy.

The representative of the Inter-Governmental Committee told the Conference their plans for selecting emigration from the assembly centres in occupied countries generally and of the interest which was being shown by certain Latin American governments in finding places of settlement for them. The representatives of several of the Governments, while warmly approving a resumption of large scale immigration, said that they were unable to make definite statements because the immigration policy of their countries was in process of consideration by official committees and had not yet been established.

The Committee adopted unanimously a resolution summarizing the views expressed in the discussion and suggesting further action in this matter. The text of this resolution is as follows:

"Whereas the International Labour Conference expressed the view at Philadelphia in 1944 that

"migratory movements may play an important part in the development of a dynamic economy, and that disorderly international migration may create economic and social dislocation in the countries concerned and involve serious individual hardship for the migrants themselves, while desirable migratory movements are often hampered by technical and financial difficulties which can be overcome only through international co-operation";

Whereas the Third Conference of American States Members of the International Labour Organization meeting in Mexico City in April 1946 attached great importance to the systematic organization of migration with a view to assisting the agricultural and industrial development of the American countries;

THE PERMANENT MIGRATION COMMITTEE

Meeting in its first session in Montreal in August 1946;

1. Having had an exchange of views on the prospects of post-war migration and having heard statements from representatives of the Governments of the principal countries of emigration and immigration and also from international experts on the subject;

2. Notes that the representatives of several countries have reported a desire on the part of a number of their nationals to emigrate;

3. Notes with satisfaction that the representatives of several immigration countries have reported the readiness of their Governments to receive a considerable number of immigrants, both industrial and agricultural, as soon as satisfactory arrangements can be made, more particularly for their transport, reception, and absorption into the nation^{al} community;

4. Recognizes that in some of the receiving countries which were actively engaged in the war the actual resumption of immigration will be affected by the need for restoring their ex-servicemen and women to civil employment;

5. Draws attention to the fact that migration on a considerable scale depends mainly on

(a) measures for the development of the industrial or agricultural resources of the countries concerned;

(b) satisfactory financial arrangements;

(c) adequate transport facilities; and

(d) housing facilities for the immigrants;

6. Believes that in many cases these conditions can be fulfilled only on the basis of international co-operation; and

7. Urges all countries to co-operate with one another to the maximum possible extent

(a) through the appropriate organs of the United Nations and through appropriate specialized agencies, and

(b) through bi-lateral agreements,

in order to solve these problems and thus to stimulate a movement of migrants from the relatively overpopulated countries of the world to the countries able to receive immigrants."

Another unanimous resolution of the Committee covers various questions of forms of international co-operation capable of facilitating an organized resumption of migration movements after the war. In this resolution the Permanent Migration Committee:

7. Invites the Governing Body to study, in co-operation with the Economic and Social Council, the best method of ensuring such co-ordination through a central co-ordinating body or otherwise.
8. Invites the Governing Body to authorize the Office to collaborate with the Secretariat of the United Nations, the Intergovernmental Committee on Refugees and the proposed International Refugee Organization with a view to providing information about migration policies and otherwise assisting in the work of resettlement of refugees and displaced persons.
9. Recognizing that the problem of financial assistance is one to which Governments of certain immigration countries attach great importance, invites the Governing Body to urge the International Bank for Reconstruction and Development.
 - (a) when it considers projects of economic development, to take into account the extent to which such projects contribute towards the solution of migration problems.
 - (b) when it makes loans for economic development, to include migration costs in appropriate cases within the scope of such development."



LAKE SUCCESS, NEW YORK • FIELDSTONE 7-1100

REFERENCE:

UN/UNRRA/IGC JOINT PLANNING COMMITTEESecond Meeting, October 25th, 1946.Note From Sir Raphael Cilento, Director,Division of Refugees and Displaced Persons

The Secretariat of the United Nations submits to the members of the UN/UNRRA/IGC Joint Planning Committee a document of the International Labour Office, P.M.C. 1/5, prepared for the First Session of the Permanent Migration Committee held at Montreal in August 1946, and considering the Post-War Migration Prospects.

Another document of the International Labour Office, P.M.C. 1/6, containing a memorandum on Immigration Policy prepared in March 1946 for the Anglo-American Committee of Enquiry into the Problems of European Jewry with national monographs for 16 countries of immigration, is held at this office at the disposal of the members of the Joint Planning Committee.

International Labour OfficePermanent Migration CommitteeFirst Session, Montreal, August 1946First Item on the AgendaExchange of Views on Post-War Migration Prospects

Although more than a year has passed since the end of hostilities in Europe, it is still difficult to foresee the prospects of overseas migration during the coming years. In the absence of any full study of all the numerous factors involved, only certain general trends can be noted, such as those which are indicated in statements concerning migration policy made on the one hand by emigration countries and, on the other, by immigration countries.

The desire to emigrate may derive from various causes including personal insecurity based on the fear of political, psychological, social and economic disturbances. In so far as emigration depends upon employment possibilities, no large scale European exodus may be expected in the near future. All the former European belligerent countries are in fact faced with reconstruction tasks which, if conditions permit them to be carried out, will absorb their entire manpower.

The reconstruction planning of the United Kingdom, and the present condition of the employment market, has for a long period in any case, brought an end to chronic unemployment. In this respect, the situation in the United Kingdom is far more favourable than it was immediately after the first World War. This does not mean, however, that the British authorities will not permit, and ultimately finance, the settlement overseas of persons wishing to emigrate. Consultations on this question have already taken place with the Dominions.¹ However, such migration will doubtless only include a small number of persons who are obliged to leave because of overcrowding in the labour market. Moreover, it should be noted that the United Kingdom is also to some extent an immigration country. A number of former Polish soldiers have entered with permission to undertake employment. Under arrangements with the Belgian Government, a contingent of Belgian women was recruited to work in British hospitals; the Minister of Labour has announced that suitable Austrian applicants may enter for domestic service.²

Continental European Migration Prospects

In continental Europe as a whole, and in particular in Germany, Poland and even France, the reconstruction task is still greater than in the United Kingdom. If by "reconstruction" is meant the restoration of material conditions and the means of production to the level at which they existed before the war, there is no doubt that it would be possible to employ the entire European manpower over a very long period. Even if the term is only used in a more limited manner, the employment possibilities are still very extensive. It is too early to evaluate them, but certain indications are already available which should be noted.

In Germany, the situation depends, in the first instance, on the policies to be carried out by the victorious powers, and on the terms of the peace treaties. Reduction of German industry to the extent envisaged at Potsdam might have significant repercussions on population pressures; thus, the final decisions with regard to German means of production will have to be known before employment possibilities can be estimated. Reduction of territory, loss of agricultural and mining resources, and the movement into Germany of German peoples coming from neighbouring countries or from regions which have ceased to be German, constitute factors which may increase the population pressure to perhaps a greater extent than will be balanced by the great losses in life. It is clear therefore, that any statement as to the future employment possibilities in Germany would be for the moment hypothetical. It could not take into consideration

1 "Migration within the British Commonwealth". Statement by His Majesty's Government in the United Kingdom, London, June 1946. Cmd. 6628.

2 Ministry of Labour Gazette, July 1945, p. 113.; Parliamentary Debates, House of Commons, 16 April 1946, Col. 2595.

numerous factors of a political, economic, financial, social and psychological character on which will depend to a large extent emigration trends. The single question of German prisoners of war is still in Allied hands, their repatriation, or on the contrary, their employment as part of reparations, will have primary significance in determining the European employment market.

The omission of Germany from a general survey of European migration prospects is important. If, in all probability, Germany will not be an immigration country for a long period, it might become any source of manpower for other countries.

In France, the speed of reconstruction, and policies concerning the employment of foreigners will certainly have most significant repercussions on overseas emigration as a whole. It is in fact possible that, to a large extent, the solution of the problem of European population pressure may be found in permanent or seasonal intra-continental migration. Such movements took place during the period of 1919 to 1939, when the surplus manpower of certain countries found employment in other European countries, either on a seasonal basis or permanently. If conditions in Europe in the coming years permit a renewal and development of the traditional movements between neighbouring countries, overseas migration prospects will be greatly lessened. It is unnecessary to recall the circumstances which give to France an exceptional importance in this respect; lowering of the birth rate, the effect of which, because it goes back over a long period, has already become apparent; very considerable population losses in the course of two wars; large scale natural resources and enormous reconstruction tasks. After the war of 1914 to 1918, France was faced with many of the same difficulties as today, but on a smaller scale. In the years following the Armistice a series of treaties were concluded with various European countries allowing the introduction into France of more than 2,000,000 foreign workers, who were added to some 1,400,000 foreign workers already there. Mr. Dautry, the Minister of Reconstruction, has stated recently that at the present time it will not be the problem of material which will limit the progress of reconstruction, but the amount of manpower that can be obtained. He added that France was not merely faced with a technical problem, but also primarily with a human problem. French authorities were concentrating attention on this problem, and on more than one occasion stated their intention of launching an active immigration policy.¹

French immigration policy is considered both from the economic point of view and as an addition to other demographic measures. An Ordinance of 2 November 1945² established, in the Ministry of Labour, a National Immigration Office with exclusive responsibility for recruitment and introduction into France of workers from French overseas territories and from other countries. No individual or agency other than the Immigration Office may engage in such activities. Even before the establishment of the Immigration Office, the French Government had envisaged measures for recruiting workers for France both from North Africa and from other countries, an agreement being reached at the beginning of 1946 with Italy for the employment of 20,000 Italian workers who were urgently needed in French coal mines.³ This agreement is to be followed by a much more extensive recruiting plan, which will be regulated in a labour treaty, being negotiated with the Italian Government. The treaty will cover various occupational categories, including female domestic workers. Austrian women, moreover, have already been recruited to assist French mothers.⁴ The Minister of Labour in December 1945 stated that there would be a shortage

¹ Assemblée consultative provisoire - Document No. 441, annexe au procès-verbal de la séance du 7 jan. 1945.

² Journal Officiel, 4 Nov. 1945, p. 7226

³ Italiani nel Mondo - March, 1946.

⁴ Journal Officiel, Débats de l'Assemblée Constituante, 29 March 1946.

of 3 million workers as soon as recovery began. This would involve the recruitment of foreign workers in addition to the 1,700,000 prisoners of war to be allotted to France.¹⁾ Even if the figure actually reached is much smaller than that mentioned, it is clear that France will afford large employment possibilities to European manpower.

In Poland, demographic losses are provisionally estimated at six million persons, and the Government, faced with the tasks of reconstruction and of populating the newly-acquired lands in the West, plans to bring back to the country the workers who had left before the war.

The I.L.O. does not have sufficiently precise information to analyse the situation in Rumania, Hungary and Yugoslavia nor to indicate the emigration policies that these countries intend to carry out. Apparently they do not envisage any large-scale emigration. Czechoslovakia is enjoying a period of full employment. It is even faced, as a result of the expulsion of the Sudetens, with a serious manpower shortage. It has been stated that the Czechoslovak Government is considering recruiting Italian workers.²⁾

In Western Europe, Belgium and the Netherlands have not yet officially determined their migration policies. Before the war few Belgium nationals left the country, with the exception of the movement in the French frontier area. At the present time economic recovery is more marked in Belgium than in other liberated countries. The Belgium and Luxembourg Governments have authorized the return of Italians who resided in the country before the war. In addition, Belgium and Italy have reached an agreement of principle regarding recruitment of Italian workers for Belgian coal mines.

The Netherlands authorities consider that they cannot define their policies before knowing the possibilities for immigration into certain overseas countries which are preferred by Netherlands emigrants, namely the United States, Canada, the Union of South Africa, Australia, New Zealand and, to a lesser degree, the Argentine and other Latin American countries. In the meanwhile, however, while awaiting decisions on pending political and territorial questions and for the reconstruction of the country to be further advanced, the Government considers it difficult to make any evaluation of future manpower needs. Nevertheless, the Government takes the view that these needs may be considerable and that the emigration of workers in certain occupational categories such as building, metal trades or agriculture would be prejudicial to the tempo of reconstruction of the country.

The Portuguese Government also considers it too soon to define its policy with regard to emigration. During the five year period from 1936 to 1940, more than 70,000 Portuguese left the country, the majority going to Brazil. If, in the meantime, available manpower has increased, the development of economic activity has, by contrast, opened up more possibilities of employment. Although it has not undertaken any large scale measures for the settlement of its African colonies, the Portuguese Government has not neglected this aspect of colonial policy. A decree law of 19 March 1945 made provision for financial measures which might prepare the way for action on a larger scale. There is, nevertheless, no doubt, that Portugal may, in the future as in the past, be a source of manpower for other countries.

1 Le Monde, 27 December 1945.

2 Italiani nel Mondo, 10 February 1946.

Traditionally, Swiss workers like to go abroad, even if they are not forced to do so because of employment needs. Therefore, the Swiss authorities are considering undertaking an active emigration policy. They will not, however, facilitate indiscriminate departures. They intend, on the contrary, to regulate emigration and direct it in accordance with the interests of the emigrants as well as of the countries concerned. They envisage on the one hand strengthening the provisions for supervising the action of settlement undertakings, as well as private employment offices and, on the other hand, developing a service for employment abroad by subsidising the joint central agencies which are already carrying on this task or by establishing new offices for certain occupational categories. Supervised by the Federal authorities, these agencies will make available to persons desiring to emigrate all the information and advice which they need, and will, at the same time, see that only those workers fulfilling the required conditions are placed abroad. The authorities even envisage making loans to those emigrants who, because they lack sufficient resources, would not be able to make use of employment possibilities offered by other countries. However interesting may be such indications of a policy looking toward an ordered emigration on the basis of highly qualified emigrants, it must nevertheless be noted that at the present time there is in fact a shortage of manpower in Switzerland. Before the war, Switzerland employed foreigners, particularly in seasonal work. In 1938 the number of residents' permits granted was 22,143. Since then it has been greatly reduced so that in 1943 it was only 2,877. Moreover, as a result of heavy orders given to industry, Switzerland employed in October 1945 approximately 2,200,000 persons, - a figure 220,000 higher than that of 1938 and 260,000 higher than that of 1930. It should also be noted that from 1930 until October 1945, the number of workers between 15 and 29 years of age was reduced by 100,000. Furthermore, at the present time a large number of persons are included in the employment figures who, because of their age and other circumstances, are not normally wage-earners. There is a shortage of manpower in a number of industries, particularly the textile industry. This is not a temporary phenomenon, but the result of a profound change in the economic and demographic structure of the country which goes back over a number of years. According to the opinion of the Delegate for Employment Questions, there is, at the present time, a shortage of either permanent or seasonal female workers in the Swiss economy, of between 60 and 80,000.¹⁾

It appears from the above that certain European countries already undergoing or expecting a shortage of manpower, consider Italy as a probable source of supply. Overseas immigration countries, particularly those of Latin America, entertain similar views. As in the case of France in fact, but in the opposite sense Italy seems to be called upon to play a most important part in the European and perhaps the world employment market. The task of reconstruction in Italy, however, is very considerable and some believe that it offers to Italian workers large employment possibilities in the interior of the peninsula itself. Others, however, and particularly persons belonging to the trade union groups, consider that in spite of this situation, emigration will be necessary to reduce competition for employment and to permit a rise in wages and in the standard of living. According to this opinion, reconstruction will not be achieved for a very long period, and in the meanwhile, the unemployment which has already arisen in the country may remain. This seems to be the point of view of the Italian authorities. The Italian government delegate at the 27th Session of the International Labour Conference, held in Paris in October 1945, stated that Italy would look favourably on requests for workers

1 Bulletin d'Information du Délégué aux possibilités de travail, October 1945.

from countries offering satisfactory conditions of work. It appears, moreover, according to a statement to the press by the former Minister of Labour, that France, Latin American countries and those of the British Commonwealth might offer important outlets for Italian emigration, provided that transportation difficulties could be overcome and that appropriate international agreements should be concluded. This point of view is supported by the Italian Federation of Labour.¹⁾ At the moment, it is difficult, according to the Minister, to foresee the organization of large scale emigration even to France, although subsequently it may be possible for hundreds of thousands of workers to go to France. The Minister said that most of the Italian workers desiring to leave were labourers or were young people who had not received, on account of the war, any appropriate vocational training.²⁾

Emigration needs, refugees and displaced persons.

The idea that Europe will be in a position to employ on the task of reconstruction the entire manpower of the Continent is only a hypothesis, based on the evolution of overseas migration during the twenty years of the inter-war period. The substantial decrease, during this period, of European overseas migration currents in contrast to those before 1914 is not based uniquely upon the policies adopted by the various countries, - on the one hand the emigration countries preventing their nationals from leaving, and on the other hand the immigration countries creating barriers to the admission of foreigners. The lowering of the birthrate, the progressive improvement of the conditions of livelihood, and measures of social policy also played a part in restricting European emigration, quite apart from the specific measures taken by governments. A changed psychology, moreover, according to which the desire for individual security has become more important than the taste for adventure, also contributed to reducing the desire for expatriation.

The war, however, brought a complete change in the situation. It is possible that, tired of present living conditions and without hope for the future, or fearing new upheavals, Europeans will, even for more than in the past, desire to emigrate. To a greater extent even than the preceding conflict, the present war has increased to immense proportions the problem of refugees and displaced persons. These two factors, the one primarily psychological, the other primarily material, must be taken into consideration in any discussion of migration prospects.

The Swiss and Netherlands authorities have noted very large numbers of persons desiring, primarily for psychological reasons, to emigrate overseas. The Greek Government has indicated that Greece at the present time is seeking outlets for its manpower and would be glad to begin discussions on this subject with the immigration countries.³⁾ In Italy the desire to emigrate is not only noted among the persons who stayed in the country, large numbers of Italian prisoners of war have requested permission to remain permanently in

1 Il Lavoro, 30 June 1946.

2 Avanti, 28 February 1946.

3 Memorandum accompanying the Report on the Application of Conventions.

the countries where they were transferred during hostilities. At least 5,000 of these prisoners made a request to this effect in South Africa. From the point of view of the organisation of migration, it is essential to have full information concerning this trend. In fact if certain reports ¹⁾ are correct this tendency has been more manifested among persons having a certain social status than among workers themselves. Thus, it is largely engineers, technicians and persons with a higher education or possessing financial resources who desire to leave Europe. This type of emigration would probably be well received in countries of immigration but would in the long run be harmful to the emigration countries. It would doubtless be rather of an individual than of a collective character, although this would not exclude systematic measures regarding recruitment and selection.

The problem of refugees and displaced persons was discussed at such great length in recent international meetings, and in particular in the Economic and Social Council of the United Nations, that it is unnecessary to give any detailed explanation here. Moreover, the report submitted to the Permanent Migration Committee on Item II of the Agenda discusses the setting up, within the framework of the United Nations, of a new international organisation which will be concerned with solving the problem of refugees and displaced persons. From the point of view of migration prospects in the coming years it is important to emphasise the large "potential" migration which the refugees will constitute. According to estimates of U.N.R.R.A., the total number of displaced persons in Europe, in the Middle East, in India and in Africa was, on the 31 March 1946, 1,084,000, composed in the majority of persons coming from European countries ²⁾. In Europe itself the number at the same date was 846,146. This figure would be very much higher if account were also taken of refugees from previous upheavals: 212,000 Spanish Republicans, 110,000 refugees, mostly Jews, from Germany, Austria and the Sudetenland, 150,000 Russian refugees, 100,000 Armenian refugees, 1,000 Assyrian refugees, 5,000 refugees from the Saar. ³⁾ Most of those who were refugees prior to the present war will probably stay in the countries where they already are. A certain number of the others will return to their countries of origin; their assistance and protection until they arrive there will be the responsibility of the new organisation of the United Nations, provided that its setting up is agreed to at the next Assembly. There will remain, however, some hundreds of thousands, to which must be added the Polish soldiers of the Anders Army, who were not included in the preceding calculations and who are asking to be resettled overseas. From the humanitarian point of view, and to a certain extent from the technical point of view, they should receive priority for migration. In a statement made on 13 June 1946 to the Economic and Social Council, Mr. La Guardia drew attention to the danger that if the displaced persons were kept in the camps for a considerable longer period they would become unemployable, since they would be physically and mentally demoralised. ⁴⁾

1 Andre Siegfried: La France et les problèmes de l'immigration et de l'émigration. Les Cahiers du Musée Social, Nos. 2 et 3, 1946.

2 U.N.R.R.A. - European Regional Office, 29 April 1946.

3 Report of the Special Committee on Refugees and Displaced Persons of the Economic and Social Council, U.N., London, 1 June 1946.

4 Verbatim Record, 13th meeting of the Second Session of the Economic and Social Council, New York, 13 June 1946.

Immigration Prospects.

Irrespective of population pressure in Europe or the urgency of the present refugee problems, migration prospects depend to a large extent on the situation existing in immigration countries as well as upon the policies that these countries intend to follow.

European migration will find, as in the past, an outlet in the United States which varies in accordance with the quota for each country of origin. In a statement issued by the White House on 22 December 1945, President Truman stated: "The United States shares the responsibility to relieve suffering. To the extent that our present immigration laws permit, everything possible should be done at once to facilitate the entry of some of these displaced persons and refugees into the United States." Explaining the difficulties that have arisen in using the immigration quotas to the full he added that the decision of the Administration was to concentrate immediate efforts for the issuance of visas in the American zones of occupation in Europe. He pointed out that the number of visas that could be given to persons native of Central and Eastern Europe and the Balkans, in accordance with the immigration quotas, total approximately 39,000 per year.

Whatever may be the future immigration prospects in the countries of the British Commonwealth for immigrants of other nationalities, the immediate possibilities are not very great. This conclusion was apparent from the statements made by the representatives of these countries, in June 1946, at the Special Committee on Refugees and Displaced Persons of the Economic and Social Council. ¹⁾ The Australian Government, which had already reached agreement with the United Kingdom concerning resumption of the assisted migration scheme, ²⁾ has decided, in addition, to embark on a vigorous migration scheme, subject however to three conditions: a) that Australian ex-servicemen and women should be satisfactorily rehabilitated before new settlers are encouraged; b) that the housing crises be overcome and c) that the economic situation in Australia be such as to ensure the economic future of intending immigrants. When these conditions are fulfilled the Australian Government has fixed a target figure of 70,000 migrants a year, ³⁾ and a proportion of persons other than British subjects will be included in the scheme. The Australian Government considers, however, that a period of at least two years will elapse before immigrants of non-British nationality can be brought to Australia.

The New Zealand Government representative of the Committee stated: "While it is undoubtedly true that New Zealand with its expanding economy will be able in future to support a much larger population and at the same time maintain her present high standard of living, the immediate postwar years, with the effect on employment conditions of the change-over from wartime to peacetime production, and the demobilization and rehabilitation of servicemen and women, do not provide conditions favourable to the successful absorption of large numbers of immigrants." In addition, according to Government estimates, New Zealand residents who were abroad at the outbreak of war and others for whom priority in transport has been reserved will not have been repatriated before the autumn of 1947.

1 Report of the Special Committee on Refugees and Displaced Persons, Economic and Social Council, United Nations, London, 1 June 1946, Chapter V, pp.1-40.

2 Parliamentary Debates, House of Lords, 5 March 1946, Vol. 139, No 64.

3 The figure 70,000 was first put forward by the Minister of Immigration, in August 1945, in a Statement to the House of Representatives outlining Australian population policies and indicating that a total population increase of 140,000 was required for the Australian economy and national defence.

Faced with similar difficulties to those put forward by the Australian and New Zealand Governments, the Canadian Government has, up to the present, refrained from formulating a new long-term immigration policy. As long as the existing regulations remain in force, admission to Canada is almost entirely limited to British subjects, American citizens having sufficient means of livelihood until they find employment, and agriculturalists having sufficient means to farm in Canada. The whole question is under consideration at the present time by the Canadian Parliament.

Since the restrictive measures that were taken as a consequence of the economic depression and of conditions prevailing in Europe have partly lost their validity, the Latin American countries have shown an increased interest in facilitating immigration. They consider that immigration is a means to assist in their agricultural and industrial development, as was stated in the resolution adopted by the Third Conference of American States Members of the International Labour Organisation. This Conference noted, furthermore, the importance placed by these countries on their industrialisation and on problems related to the vocational training of their manpower. As long as the means for providing this training remain inadequate, they will need to import skilled workers and technicians. Where industrialisation has already proceeded more rapidly, as in Brazil, there has been an influx of workers to the cities to the detriment of the country, a movement moreover which has been encouraged by the inflation and other factors arising from the war. At the very moment when the production of food is insufficient all over the world, this phenomenon indicates most clearly to the Latin American countries the importance of agricultural immigration. Therefore their policies consist primarily in facilitating the entry of agriculturalists and of skilled workers. Recent declarations indicated that preference is given to persons of European and in particular of Latin origin. Although for many of these countries large scale immigration would be a new phenomenon, the authorities in many cases are studying ways to provide for an initial entry for Europeans. Committees have been set up to this end in Chile, the Dominican Republic and Venezuela, the latter country having particularly in view the admission of refugees. In Peru, a National Council for Immigration and Aliens was set up by Presidential Decree, 10 May 1946, to formulate measures to provide for large-scale immigration which would take full account of the facilities in the country for receiving immigrants and which would lay down criteria for their selection. The Council, in addition, is to study the various technical and financial aspects of the organisation of immigration. ¹⁾

In the course of the Mexico Conference, at the Meeting of the special Committee, referred to above, of the Economic and Social Council, and at the U.N.R.R.A. Council, representatives of various Latin American countries made statements which were generally favourable to the admission of immigrants. Honduras and Guatemala stated that agricultural and industrial workers could be received by their countries. Colombia specified a series of occupational categories whose entry would be most useful to the Colombian economy, including sailors, fishermen, agriculturalists, mechanics, engineers, and domestics, but excluding specifically persons engaged in commerce. While being willing to exempt immigrants, including refugees, from the obligation to make a deposit as provided by law, the Colombian Government was nevertheless not in a position to contribute to the expenses of transport and resettlement. Moreover, the only available land is in the lower areas of the country where the tropical temperature is not compensated for by altitude. Venezuela, a

1 El Comercio, 14 May 1946.

country which has already received, following the end of the war, a small number of emigrants from Portugal and from Italy, stated that it would be prepared to facilitate the admission of refugees, provided that their recruitment was confined to Venezuelan agents in Europe. Having freely opened its doors, since 1938, to Jewish victims of Nazi persecution and having reached an agreement with regard to their establishment, the Dominican Republic intends to continue in its policy of welcome, but as long as it is not possible to provide for financing of large settlements, the establishment of refugees can only be by small groups.

The two most important immigration countries of Latin America are Argentina and Brazil, but only the latter has, since the close of hostilities, taken positive measures with regard to immigration. Although the quota system initiated in 1934 does not in itself constitute a significant barrier to large-scale immigration, the Brazilian Government by a Decree Law of 18 September 1945 rendered it even more flexible. ¹⁾ On the one hand the formalities required of immigrants were simplified by eliminating the requirement of several documents that, previously, had to be produced and on the other hand the quotas for immigrants of each nationality can, if they have not been used up in the course of a given year, be carried over to the following year. Moreover, planned immigration, that is immigrants recruited and brought in collectively, is not subject to the quota system. This latter provision favours refugees. The Brazilian authorities will welcome refugees, particularly if they are agricultural or skilled industrial workers, these occupational requirements also apply to other immigrants. The Brazilian Council of Immigration and Settlement undertook an enquiry in the principle regions of the country with regard to local industrial manpower needs and the possibilities of establishing settlers on available land. On the other hand, colonisation offers possibilities of development due to the creation, in October 1943, of the "Central Brazil Institute", an official and largely autonomous body, for the purpose of developing a vast area of the country and of establishing national and foreign colonies. In addition the authorities of a number of Brazilian States, and in particular those of Sao Paulo, are concerned with the development of European immigration and are prepared to take measures to supplement those taken by the Federal Government.

Thus it may be seen that there exist today factors which, under more normal conditions, would favour the resumption of significant overseas migration movements. The presence in Europe of an immense number of refugees makes the problem of migration most urgent at the present time. However, the lack of available shipping will form an obstacle to large scale migration during the coming years unless exceptional measures are taken. A further obstacle, already evident before the war, arises from the financial situation of most of the emigration as well as immigration countries. In the case of refugees this problem will be more easily solved if the new agency has sufficient resources at its disposal. The cost of transport alone for emigrants will certainly be beyond what can be borne by the great majority of the migrants, even if monetary restrictions are less rigorously applied than at present. Having lost a large part of its

1 Diario Oficial, 6 October 1945.

prewar shipping, Italy, the country which seems most likely to furnish emigrants, will probably not be able to provide their transport without denuding the country of foreign exchange needed for other purposes. The amount of capital needed for the establishment of settlers in overseas countries, in case migration for settlement should develop, makes the financial problem even more acute. A Chilean Committee, requested by the President of the Republic to study the problem of immigration into the country, reported that any large scale plan would represent too large a capital investment. The settlement, for example, of 3,000 settlers' families would require a sum which, according to certain calculations, might be as high as 1,200 millions of Pesos. Therefore, the Committee recommended a restricted plan, covering isolated individuals with a certain amount of capital or specified groups of immigrants such as technicians, forestry workers and fishermen.

If, as was noted above, the desire to emigrate is shown by individuals with a high standard of living, the financial difficulties will perhaps not be an insurmountable difficulty in the case of small scale migration. It remains to be seen, however, if the European countries will be prepared to tolerate an emigration based on "quality". Migrations based on "quantity" and especially collective migrations can only take place if measures of international co-operation are fully carried out. It is clear, therefore, that the various states at the present time only envisage future migration within the framework of international agreements.

UN/UNRRA/IGC JOINT PLANNING COMMITTEE

A G E N D A

For the Second Meeting,
To be held on Friday, 25 Oct 46,
at 1000 hours at Lake Success.

- - - - -

1. Report as to action points arising from the First Meeting (see attached).
2. Further consideration of Sections IV and V of provisional block agenda (distributed at the First Meeting).
3. Matters arising from consideration of Documents E/161/Rev.2, E/203/Rev.1 and E/236.
4. Any other business.

EXTRACTS FROM THE PROVISIONAL BLOCK AGENDA DISTRIBUTED

AT THE FIRST MEETING.

IV. CONSIDERATIONS AFFECTING THE CONTINUANCE OF CO-OPERATION WITH THE VOLUNTARY SOCIETIES, THE CONTROL COMMISSION FOR GERMANY, THE ARMIES OF OCCUPATION NATIONAL GOVERNMENTS OR OTHER AGENCIES AND AUTHORITIES:

1. Extent to which voluntary societies are presently involved in respect of:
 - (a) Personnel;
 - (b) Costs. (These should be dissected, if possible, to indicate the amount referable to provision of actual supplies.)
2. Extent to which Control Commission in Germany is presently involved in respect of:
 - (a) Personnel
 - (b) Costs. (These should be dissected, if possible, to indicate the amount referable to provision of actual supplies.)
3. Extent to which other agencies and authorities are presently involved in respect of:
 - (a) Personnel;
 - (b) Costs. (These should be dissected, if possible, to indicate the amount referable to provision of actual supplies.)
4. Formal basis of co-operation as in 1, 2 and 3 above.
 - (a) Formal agreement;
 - (b) Informal arrangement.
5. Provision required for:
 - (a) Further study in respect of future commitments regarding supplies, supply lines and agreements in these regards;
 - (b) Preparation of draft agreement for IRO and governing authorities, in general terms, with presentation of clauses generally applicable and also reference to controversial items and matters of local importance needing specific preliminary attention.
6. Preparation of agreements to replace or confirm existing agreements with voluntary societies, or with governments in respect of the sponsorship of voluntary societies.

7. Study of the present stage of negotiation, if any, in any territory, including the Middle East, Africa and the Far East in which new responsibilities which may affect IRO are under consideration.

8. Any other.

V. FACTS REGARDING TRENDS SIGNIFICANT FOR IRO OPERATIONS.

1. Rate of repatriation by country, zone and nationality, age and sex, of displaced persons, month by month, during 1946.
2. Number locally re-established, month by month, during 1946.
3. Number resettled by emigration of individuals and family units, by country of reception and month by month, during 1946, except insofar as this point is covered by paragraph II 3(a) above.
4. Number eliminated from assembly centres by screening, month by month, during 1946.
5. Number entering camps by infiltration, month by month, during 1946.
6. Variations in provision and the quality of care and supplies;
 - (a) Basic supplies;
 - (b) Amenity supplies.

In this regard the necessity to determine probabilities in respect of variations in the caloric value of diets; the varying proportion of imported and indigenous supplies; and, the present proposals for a parity value to be provided to the German mark on a basis of considerable devaluation of its present nominal value in Germany. (Note; It will be obvious that the provision to the mark of parity value on the world's exchanges will materially affect costs in respect of anything at present paid for in German marks at a face value of 40 to 41 sterling or 10 to \$1.)

7. Changes in organization structure contemplated before 30 Jun 47, particularly in respect of displaced persons operations in Washington, London and country missions, should the Headquarters of IRO be:
 - (a) Paris
 - (b) The same site as UN Headquarters.
8. What reductions in staff will be essential to administrative re-organization in respect of IGC and UNRRA - where. To what ultimate objective. And by what criteria.
9. What conditions govern the budgeting for 1947 for IGC and UNRRA:
 - (a) Amounts budgeted for displaced persons operations 1 Jan - 30 June 47; contemplated rate of expenditure by object;
 - (b) Amounts budgeted for resettlement operations 1 Jan - 30 June 47; contemplated rate of expenditure by object;

- (c) What funds, if any, will be available for transfer if IEO or its interim body is called into operation before 30 Jun 47 - if possible expressed as at 1 Jan 47 and 1 Mar 47.

VI. ANY OTHER.

UN/UNHRA/IGC JOINT PLANNING COMMITTEE

LIST OF ACTION POINTS

Arising from the First Meeting
Held at Lake Success, 17 Oct 46

I. REVISION OF FACTS CONCERNING THE SCOPE OF DISPLACED PERSONS OPERATIONS (UNHRA)

1. UNHRA to provide data, brought up to 30 Sep 46, by 24 Oct 46. Note: With regard to sub-section (d) (Age and sex), figures for Germany as at 1 Mar 46 only will be available.
2. (a) UNHRA to provide data brought up to 30 Sep 46, by 24 Oct 46.
(b) UNHRA and IGC to submit papers on what they have done so far, without regard to the Constitution. To come by 24 Oct 46. Thereafter Miss Henderson of United Nations to submit papers from point of view of budget. United Nations Refugee Division to review material in the light of the Constitution.
3. UNHRA to cable field for as complete information as possible, and to send to United Nations copy of resolution covering policy in Austria. IGC to submit information from France, Switzerland, Spain, Portugal, Belgium and Holland. All information to come by 24 Oct 46.
4. On (i) (ii) (iii) UNHRA to provide full information within a week or two.
(iv) Will prove more difficult, but UNHRA to do their best.
(v) UNHRA to give information on present Tracing Service, subject to any organizational modifications in course of institution.

II. REVISION OF FACTS CONCERNING THE SCOPE OF REFUGEE OPERATIONS UNDER THE CONTROL OF THE INTER-GOVERNMENTAL COMMITTEE ON REFUGEES.

1. IGC to provide by 24 Oct 46.
2. IGC to provide by 24 Oct 46.
3. Difficult to give accurate information but IGC will do best - also by 24 Oct 46. United Nations to provide (a) précis on migration possibilities; (b) resume of immigration laws.
4. Mr. Pierce Williams to report on London Conference as soon as possible after his return to United States of America.

III. BUDGETARY AND FINANCIAL PROVISIONS BROUGHT UP TO 31 AUG 46.

1. UNHRA to provide the nearest gross figures possible which might be of value to assist the Planning Committee to provide a synthetic estimate for I.R.O. under paragraphs (a) to (d) inclusive.
(c) and (d) United Nations also to seek estimates from Army sources, preferably in Austria, possibly also Italy.

(e) UNRRA to provide as much information as possible particularly with regard to amount of equipment available for turnover to I.R.O.

(f) UNRRA to provide information.

2. IGO to provide as early as possible, with a special note on the possible use of reparations money, except for (a) (supplies) with which IGO does not deal.

IV. CONSIDERATION AFFECTING THE CONTINUANCE OF CO-OPERATION WITH THE VOLUNTARY SOCIETIES, THE CONTROL COMMISSION FOR GERMANY, THE ARMS OF OCCUPATION, NATIONAL GOVERNMENTS OR OTHER AGENCIES AND AUTHORITIES:

UNRRA and IGO to study and provide any information they can concurrently with and co-ordinated with that under Sections I, II and III.

United Nations to seek information under Nos. 2 and 3; especially in respect of 3, to arrange for a date for the Committee to meet representatives of the American Council of Voluntary Agencies that will provide information on the basis of specific questions sent to them in writing.

V. FACTS REGARDING TRENDS SIGNIFICANT FOR IGO OPERATIONS:

UNRRA and IGO to study and provide any information they can concurrently with and co-ordinated with that under Sections I, II and III.

7 (b) To be changed to read "The same site as United Nations Headquarters or any one of its Regional Headquarters".

8. To be changed to commence "What reductions or additions in staff ---".

UN-UNRRA-IGC JOINT PLANNING COMMITTEE

Summary Record of the Second Meeting

Held at Lake Success, New York, on Friday 25 October 1946 at 10:00 a.m.

Chairman: Sir Raphael Cilento (UN)

Present: Miss Gibbons (UNRRA)
Mr. Davidson (UNRRA)
Mr. Howell (UNRRA)
Col. Katzin (UNRRA)
Mr. Cohen (UNRRA)
Mr. Youdin (UNRRA)
Mr. Malin (IGC)
Miss Henderson (UN)
Mr. Newman (UN)
Dr. Langrod (UN)
Mr. Sommerfelt (UN)
Mr. Kolesnikov (UN)

Consideration of information submitted on paragraphs I, II and III of the Agenda.

Mr. Youdin (UNRRA) presented a group of tables which covered the information requested in paragraphs I.1, I.2(a) and I.3(a) and gave a short explanation of each.

Mr. Davidson (UNRRA) announced that a cable had been sent with regard to the data asked for in paragraph I.2(b). In respect of paragraphs I.3(b) and (c), there was considerable information for the U.S. Zone of Germany and for Austria, but it would take a bit longer to gather together the figures for the other relevant areas. Mr. Davidson drew attention to the fact that he had submitted two copies of the UNRRA Resolution on DP employment in Austria and that he was expecting a further fuller report on its implementation. The information on paragraph I.4 was not yet ready, although there were certain figures for sub-paragraph (iv) and a paper had been submitted on sub-paragraph (v).

As had been made clear at the last meeting, no accurate figures were forth-coming with regard to the provisions of paragraph III, but some generalized estimates had been worked out on the basis of population figures.

Mr. Youdin announced that tables on paragraphs V.1 and 2 had been submitted, as this information had been partially available in Washington.

The Chairman stated that certain representations on the location of DPs in China had been received from Chinese officials and were now in Mr. Newman's possession.

Mr. Malin (IGC) submitted figures for groups of refugees* in France, Belgium, Holland, Switzerland, Spain, Portugal and Gibraltar. He pointed out that there were further groups in Sweden, the United Kingdom and Czechoslovakia who would not be liable to international assistance and therefore no reference to them had been made. The IGC figures were accompanied by a description of its operational machinery and the revised budget for 1947. In addition to this information, there was a small paper to prove that no excess funds would exist from the reparations refugee allocation.

With reference to the IGC conference on the need for a refugee passport, Mr. Malin was able to tell the Committee that fifteen out of

* For whom IGC had a legal responsibility which would presumably pass to IRO when established and operating.

the twenty-five nations represented had actually signed the convention while the other ten were taking it under consideration.

The Chairman then read a letter from Mr. Pierce Williams, UN observer at this Conference, which elaborated the information given by Mr. Malin, and indicated that at present the provisions of the Convention could not be applied to the "Occupied" territory of Germany or Austria, but the delegates of the United Kingdom, United States and France agreed to bring to the notice of their governments the importance of arrangements being concluded, whereby a Travel Document could be issued by the respective occupation authority for displaced persons and refugees whose departure from the occupied zones had been authorized.

Mr. Malin drew attention to the fact, however, that in some cases the military authorities had been issuing papers to refugees, on the basis of which some governments had granted visas which the Brazilian Government, for example, had stated they would accept.

It was mentioned that in matters involving Italy, discussions with appropriate representatives of that government were essential.

Consideration of action to be taken on the information at the disposal of the Committee.

The Chairman suggested that a consolidated comparative table should be prepared on the basis of the information submitted by UNRRA and the IGC. Mr. Malin (IGC) expressed the view that it would be wiser to postpone such a comprehensive revision until it could be seen how the UNRRA "sixty-days ration scheme" was working out. Mr. Davidson (UNRRA) also considered that such an attempt would be inappropriate at the present moment as UNRRA officials had not yet been able to present a picture of the financial aspect of DP operations nor details of the re-organization of work in which UNRRA was now engaged.

Col. Katzin (UNRRA) announced that a report on the re-organization of DP operations would soon be available to the Committee. It had been felt that the control of DP work should be placed in the hands of a small operational body and that the transfer of its functions to the IRO should be carried out by a small operational committee. To do this latter job it would be necessary to know the details of the IRO budget and in this respect he felt compelled to say that irrespective of what had been said, a dollar a day at least would be needed for the care and maintenance of each displaced person. Apart from this kind of joint planning, he could not envisage any preparatory work which would be really necessary.

Mr. Cohen (UNRRA) elaborated Col. Katzin's remarks by stating that a reduction in personnel from 5,300 to 3,100 was contemplated in this report. It had also been laid down that the headquarters for DP operations in Germany at Arolsen should be liquidated. He too considered the IRO budget figures quite unrealistic and pointed out that though there might be a sizable reduction in the number of Polish DPs, the net total of displaced persons would not be greatly reduced, owing to infiltration of other persons simultaneously.

There followed a short discussion on the free services and hidden benefits which have been assisting the work of UNRRA.

In reply to the Chairman, Mr. Cohen explained the practice whereby the military authorities put marks at the disposal of UNRRA for various purposes. Some of these marks were being paid to DPs for services, and they were able to spend them on goods costing dollars.

Mr. Davidson (UNRRA) stated that UNRRA bore the cost of DP operations' supplies nowhere except in the Middle East. Elsewhere

there were only small administrative expenses.

Col. Katsin (UNRRA) expressed the view that the armies would not be enthusiastic about giving the same overwhelming assistance to the IRO as they had given UNRRA, and suggested that this question should be closely studied during the first three months of planning for the initiation of its work.

The Chairman agreed with Col. Katsin, pointing out that it had been proposed that the military authorities should provide even more for the IRO than a supply line and supplies.

The Chairman also stated that in his opinion the United Nations have been asked to establish this Organization on the basis of assumptions which actually misrepresent the facts. It had not been possible to lay these facts before the Economic & Social Council, but it was imperative that the General Assembly should at least know the true bases of the reduced budget which was to go before it.

Sir Raphael then requested information from the UNRRA representatives on the progress which had been made in the initial screening of DPs as it seemed possible that the work of the IRO might be successfully sabotaged by invoking at an inopportune time the eligibility provisions in its Constitution.

Mr. Cohen (UNRRA) stated that the screening of DPs in the U.S. Zone of Germany had been intensified, but that representatives of the countries of origin did not participate in the process and that UNRRA officials were present solely as a source of information. Certainly in Germany, the process of screening would have to be the subject of negotiations with the military authorities. As regards the need for the IRO to set up its own screening apparatus, he suggested that it would be better if the Organization could accept the results of the screening which had already been done, as it took as long as six months to screen fifty people.

Consideration of paragraph IV of the Agenda.

The Chairman again emphasized the contribution of the voluntary societies in the field of refugees and displaced persons, and the fact that work had received insufficient attention in estimating costs. Obviously, the IRO would have to have arrangements with the voluntary societies such as UNRRA had had, or further large expenses would have to be calculated for. There were two groups of these societies; one which was quasi-military and attached to the military authorities and working under direct agreement with them, and a second related to UNRRA (and presumably later to the IRO), and subject to UNRRA's sponsorship.

The Divisional Office had already contacted the American Council of Voluntary Agencies for Foreign Service, Inc. here in the United States and Mr. Pierce Williams was getting into touch with the British Council and the Army in Europe.

The provisions of paragraphs IV.1, 2 and 3 were therefore covered; the broad principles of a tentative formal agreement with the military authorities had been drafted; and, the question of supplies and army supply lines would figure in Col. Katsin's report.

With reference to paragraph IV.7, Miss Gibbons (UNRRA) stated that \$6,300,000 had been set aside for the Poles in the Middle East.

In reply to the Chairman, Mr. Youdin (UNRRA) expressed the view that although there were undoubtedly large numbers of Overseas Chinese, many of these would not be eligible for repatriation, having left their countries of residence before 1937. It should be noted that the Chinese

Government had asked the assistance of UNRRA for only 42,000.

The Chairman thereupon suggested that it would be profitable to have an exchange of views with Chinese representatives.

As regards Austria, the military authorities had taken over the displaced persons problem although it had originally been considered the responsibility of the Austrian Government.

Mr. Malin (IGC) announced that the IGC was financing in part and in certain cases in large part, individual emigration of refugees and displaced persons. This process would involve the IRO in no financial outlay but in his opinion the Organization would do well to investigate the possibilities of individual re-settlement as it was probably the cheapest way of settling the refugee problem.

With regard to large-scale re-settlement, the IGC had guaranteed cash advances in certain propositions, but had set aside the money to cover these items so that there would be no left-over commitments when it ceased operations as IGC.

Paragraph V of the Agenda.

Some of the information asked for in paragraph V.1 was already covered by the documentation submitted by Mr. Youdin (UNRRA). It would not be possible to provide details as to the age and sex of repatriated DPs.

There was a short discussion as to what "re-establishment" meant in practice; and whether a refugee would continue to be the concern of the IRO after he had been once "established". If the attainment of a new formal citizenship was the ultimate test, few refugees would seek citizenship in any new country; moreover it offers involved lengthy residence, etc. Mr. Davidson (UNRRA) and Mr. Malin (IGC) considered that such a decision should be left to the IRO General Council; too many policy decisions had been written into the Constitution already.

It would be impossible to gather the information asked for in paragraph V.3.

Mr. Youdin (UNRRA) announced that he had already made arrangements to collect the data requested in paragraphs V.4 and 5.

Paragraph V.6 would be covered by Col. Katsin's report.

With regard to paragraph V.7, Mr. Malin (IGC) stated that three Brazilian consular teams were coming to Germany and Austria to assist in arranging for a certain number of non-repatriable refugees to emigrate to Brazil. It would also be necessary to appoint several missions and stationary representatives in Latin America and to establish an office in Rio de Janeiro. In this way the IGC hoped to gather together a group of re-settlement experts who could be taken over by the IRO if it so desired and by concentrating heavily on the Latin American scene some action might be forth-coming late in 1947.

Mr. Malin (IGC) said, in respect of paragraph V.9, that he was unable to give a figure for the 1947 budget of the IGC. Pressed to give a tentative estimate by Miss Henderson (UN), he suggested an approximation of between nine and ten million dollars.

Mr. Cohen (UNRRA) pointed out that UNRRA was only budgeting for the first six months of 1947. As regards sub-paragraph (c), he considered that the budget for the last quarter of this year would be the best guide for this information.

The Chairman asked if there were any further points of importance with which the Committee should deal and in reply, Mr. Davidson (UNRRA) suggested that the military authorities should be approached directly for information and for their comments on the IRO budget. The voice of the authorities of the occupying armies would certainly carry terrific weight.

Decision.

After a short discussion it was agreed that the Chairman would request the military authorities for information and for comments on the IRO budget.

Decision.

At the suggestion of Mr. Malin (IGC) consideration of the position of the voluntary societies was postponed until adequate arrangements could be made in that respect.

A tentative meeting was arranged for Friday, 1 November 1946, at 10:00 a.m.

[changed to
Nov. 6]

The meeting rose at 12:55 p.m.

DESPATCHED FROM CABLE SECTION
TIME 19-30 HRS.
DATE 21/9 1946

INCOMING CABLE.

INDEXED

WR105

ACTION:-- C.R.S. ✓
G.C.

WASHINGTON.....TO.....LONDON

NO. 1,269

(EN CLAIR)

DATED:-- 18th. September, 1946

REC'D:-- 19.59 hours.
18th. September, 1946.

CALL FROM GIBBONS.

Concern about cost of IRO continues. Subcommittee of LL appointed today to review secretariat proposal for interim commission and IRO, and to report on 23rd. September to Social and Economic Council.

P.R.D.G. LTD. DISTRIBUTION.

ES/JT

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

VIA AIR MAIL

WR 105

Rs. Register

732
SEP 10 1946

N.B. This document has been circulated as under.

29/10/46

Miss Mary L. Gibbons
~~Deputy Director General~~
Department of Relief Services
European Regional Office
United Nations Relief & Rehabilitation
Administration
11 Portland Place
London W1, England

Dear Miss Gibbons:

With further reference to my letter of 4 September,
I am now enclosing a mimeographed copy of the
Working Papers of the Joint UNRRA-UN Planning
Commission.

Sincerely yours,

R. J. Youdin

R. J. Youdin
Secretary
Joint UNRRA-UN Planning Commission

Enclosure

Dr. Jorgensen at
~~Miss Gifford~~ (Gifford
has a copy)
Miss Kernohan
Mr. Moore
Miss Sanner



UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

VIA AIR MAIL

SEP 14 1946

SEP 10 1946

P.M.
M.U.

WR 105.

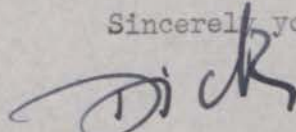
INDEXED

Miss Selene Gifford
Director
Welfare and Repatriation Division
United Nations Relief and Rehabilitation
Administration
11 Portland Place
London W1, England

Dear Selene:

With further reference to my letter of 4TH September,
I am now enclosing a mimeographed copy of the
Working Papers of the Joint UNRRA-UN Planning
Commission.

Sincerely yours,



R. J. Youdin
Secretary
Joint UNRRA-UN Planning Commission



Enclosure /

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

INDEXED

WR 105

A 7212

VIA AIR MAIL

SEP 5 1946



Miss Mary L. Gibbons
Deputy Director General
Department of Relief Services
European Regional Office
United Nations Relief & Rehabilitation
Administration
11 Portland Place
London W1, England

Dear Miss Gibbons:

I am transmitting herewith documents Plan. Comm./5 and Plan.Comm./6 of the Joint UNRRA-UN Planning Commission, as well as a copy of a letter which the Acting Chairman addressed to the Director General and to the Secretary General of UN. The working papers which are referred to in Mr. Van Hyning's letter are now being duplicated, and copies will be sent to you as soon as they are available.

Sincerely yours,

R. J. Youdin
Secretary
Joint UNRRA-UN Planning Commission

Enclosures - 3



22 August 1946

JOINT UNRRA-UN PLANNING COMMISSION

Second Meeting

Friday, 23 August 1946

2:30 p.m.

49 West 57th, New York

AGENDA

1. Call to order.
2. Roll Call.
3. Approval of agenda.
4. Approval of minutes of First Meeting.
5. Consideration of draft report.
6. Other business.
7. Time and place of next meeting.
8. Adjournment.

JOINT UNRRA-UN PLANNING COMMISSION

Minutes of the Second Meeting

3:15 p.m. - Friday, 23 August 1946
49 West 57th Street, New York

I. PRESENT

Members of the Commission

Mr. Conrad Van Hyning, Vice-chairman	UNRRA
Miss Mary Smiley	UN
Mr. Oscar Schachter (Alternate)	UN
Mr. Jean J. Newman (Alternate)	UN
Mr. Arthur H. Robertson (Alternate)	UNRRA
Mr. B. Bernard Greidinger (Alternate)	UNRRA

Secretaries: Mr. Richard J. Youdin	UNRRA
Miss Kay Midwinter	UN

Other Members of the Staff of UN

Miss Elizabeth Brodie, Mr. Georges Dumontet, Miss Julia Henderson, Mrs. E. Kahane, Mr. Karol Kremery, Mr. Jan Stanczyk, and Mrs. Ruth Tumbleson.

Other Members of the Staff of UNRRA

Mr. Richard R. Brown and Miss C. June Jorgensen.

II. RESUME OF PROCEEDINGS

Mr. Van Hyning, acting chairman, called the meeting to order at 3:15 p.m. on Friday, 23 August 1946. He stated that the purpose of this meeting was to discuss and take appropriate action on the draft of Chapters II through VI of the Commission's report.

The minutes of the first meeting of the Commission were approved subject to any changes that might be submitted.

Mr. Schachter opened the discussion of the Commission's report by stating that he felt the report as submitted was too lengthy and detailed for transmission to the Economic and Social Council, although it was an excellent document for those who will be concerned with the organization of the IRO. He felt that the Secretary General of UN, under the terms of the Economic and Social Council's resolution instructions was obligated to make certain recommendations and that these might be contained in a brief statement covering recommendations for an interim commission, recommendations on the take-over of UNRRA personnel, recommendations on services, supplies, and so on.

After discussion it was agreed that Chapters II - Personnel (Joint report by UNRRA and UN), III - Supplies, IV - Relationships, V - Operations, and VI - Organization should be turned over to the UN members as working papers to assist them in preparing recommendations for the Secretary General. It was further agreed that Chapter I - Recommended Plan of Initiation of Operations which would have contained the recommendations of the Joint Commission should be cancelled and the other chapters renumbered accordingly. In formulating the basic recommendations to be made, the UN members expressed a desire that the UNRRA members of the Commission informally assist them. This was agreed.

Mr. Schachter then proposed as the first recommendation the creation of an interim commission and the definition of its functions and powers. There was considerable discussion as to whether the interim commission should be an operating commission with full independent operating powers or only a preparatory commission. Various other points discussed were employment of personnel; acquisition of supplies; agreements with governments, military authorities, and voluntary agencies; and expenditure of funds. The recommendation was generally agreed upon that an interim commission should be established and that it should function until a sufficient number of ratifications of the IRO draft constitution had been received to permit the IRO to function.

Mr. Schachter then formulated Recommendation No. 1, which is to be proposed, subject to necessary revision, as a basis for the recommendation by the Secretary General to the Economic and Social Council.

Recommendation No. 1

It is recommended that the Economic and Social Council create an interim commission of the IRO with the following functions:

1. To prepare for the organization and functioning of the IRO.
2. If it should be necessary or desirable, to receive and expend funds for the care, repatriation, and resettlement of persons eligible under the draft IRO Constitution.
3. To employ personnel and acquire and dispose of facilities, supplies, and equipment for these purposes.
4. If it should be necessary or desirable, to enter into agreements with Governments, Military Authorities, and Voluntary Agencies.

The questions of funds and personnel were then discussed at length, especially in view of the fact that UNRRA's funds will continue only until 30 June 1947, and also the fact that because of the limited amount of its funds, no resettlement work can be undertaken.

Miss Smilton stressed the importance of including some reference in the above recommendations to the take-over of UNRRA staff. Staff regulations would have to be along similar lines to those of UN, especially with reference to salary scales, qualifications, training, etc. Mr. Brown suggested that perhaps the four points of the recommendation should be amplified. Mr. Schachter said this could be done by using the material in the working papers now on hand, and that this would be a UN responsibility. Miss Henderson suggested that it might be a good idea to point out the size and scope of the work load of IRO, especially

in relation to funds and staff. After further discussion, Mr. Robertson drew up an additional recommendation as follows:

Recommendation No. 2

It is necessary to draw attention to the urgency of taking steps to see that the International Refugee Organization is set up and provided with funds in order to be in a position to operate by the first of July 1947, at the latest, because such funds as the interim commission may receive from UNRRA are not expected to be sufficient to cover any period after 30 June 1947. Further, attention should be drawn to the fact that UNRRA does not expect to be able to undertake any work of resettlement owing to the limited nature of its resources and therefore, the resettlement of displaced persons and refugees will have to wait on the provision of adequate funds to the IRO.

The question of IRO funds and their availability to IRO was also discussed. Mr. Van Hyning proposed that this point of discussion should be left to the UN staff.

Mr. Van Hyning inquired as to whether there were any further recommendations to make relative to the IRO. It was suggested that the Secretary General should recommend to the Economic and Social Council that the number of members on the interim commission should be limited to the small number of governments most vitally concerned with the DP problem.

Miss Skiston asked if any announcement was being made to the UNRRA staff regarding the termination of UNRRA. Mr. Van Hyning stated that some kind of an announcement was coming out, and that he would let her know the early part of next week just what the announcement is to be and if it will be adequate. Mr. Youdin asked the UN members if it was to be understood that the interim commission could make firm offers of employment to present UNRRA staff without commitments as to salary. Miss Skiston said that this had to be done.

It was then decided that Mr. Van Hyning should write a letter to the Secretary General and the Director General setting forth the fact that the Joint Planning Commission, in accordance with the Terms of Reference (See document Plan.Comm./2), had completed an outline of the problems in connection with the steps in the IRO takeover from UNRRA (See document Plan.Comm./3), and had prepared a report covering the following topics:

Personnel
Supplies

Organisation

Relationships
Operations

The paper on Personnel is the joint work of UNRRA and UN staff while the other four are wholly UNRRA efforts. The papers are in the hands of the UN staff and are to be used as a basis for the preparation of their recommendations.

There was some discussion as to a press release of the meeting. It was agreed that it should be very general.

The meeting adjourned at 6:15 p.m.

Acting Chairman

/S/
Conrad Van Hyning

Secretary
(UNHRA)

/S/
Richard J. Youdin

Secretary
(UN)

/S/
Kay Midwinter

The Honorable Trygve Lie
Secretary General
United Nations
P. O. Box 1000
New York, New York

Sir:

I have the honor to refer to the resolution of the Economic and Social Council adopted at its Second Session in June 1946 recommending that the Secretary General of the United Nations take appropriate steps to plan in consultation with UNRRA and the IGC, the initiation of the work of the IRO. In order to fulfill this recommendation, the Secretary General and the Director General of UNRRA established in July the Joint Planning Commission of UNRRA and the United Nations Secretariat.

The Joint Commission held two formal meetings in addition to numerous conferences among various members of the staff of UNRRA and the United Nations Secretariat. As a result of these meetings and conferences the Commission has prepared five working papers covering the following subjects:

1. Personnel
2. Supplies
3. Relationships with Governments, Military Authorities,
and Voluntary Agencies
4. Operations
5. Organization

These papers are now in the hands of the respective United Nations and UNRRA members of the Joint Commission where they may be used for such purposes as the Secretary General of the United Nations and the Director General of UNRRA may deem appropriate. It may be stated that the paper on Personnel was drafted jointly by UNRRA and United Nations staff members, while the other four chapters were drafted wholly by UNRRA staff members. In addition to the foregoing, UNRRA is in the process of collecting a number of reports and other informational and statistical material which it believes will be of use to the United Nations Secretariat.

The Honorable Trygve Lie

Page 2

The Commission feels that it has completed its task and accordingly does not propose to reconvene unless either the Secretary General of the United Nations or the Director General of UNRRA feels a further meeting is desirable.

An identical letter is being addressed to the Director General of UNRRA.

Respectfully yours,

Conrad Van Hyning
Acting Chairman
Joint UNRRA-UN Planning Commission

Miso Mary Gibbons.
42/4261

WR 105

ROME.

INDEXED

30th August, 1946.

TO: Avv. Montini,
Italian Delegation for Relations with UNRRA,
Via Sallustiana, 10, ROME.

FROM: Chief of Mission,
UNRRA, Italian Mission.

SEP 8 1946
P.M.
M.U.

1. The Office of the Director-General in Washington has asked me to communicate with you on a matter of extreme importance.
2. The Economic and Social Council of the United Nations, which adjourned its Second Session on 22nd June, took action in two fields of immediate interest to UNRRA and the countries in which UNRRA has been working.
3. The first was the adoption of a Draft Constitution for the creation of an International Refugee Organization, which is being forwarded to Member Governments and upon which it is hoped final action will be taken at the next Session of the Council and at the Meeting of the General Assembly in September. In this connection, UNRRA is providing complete information regarding its activities in the field of displaced persons.
4. The second was the creation of the permanent Social Commission which has responsibility for planning and advising the United Nations concerning activities in the Social Welfare field which should be taken by an International Organization.
5. With respect to the latter, it is evident that the joint work of UNRRA Missions and recipient Governments has varied from country to country, and there is considerable difference in the needs and organizations of Welfare in these countries. It has been found that the representatives to the Economic and Social Council of the United Nations are not fully informed on this subject. Yet it is most important that complete information be made available to the Council, so that careful consideration can be given to the needs of the various countries and the new International Organization ^{may} take the necessary steps towards meeting these needs.
6. In order that the joint UNRRA-Government experience and information may be made available in an effective manner, the Office of the Director-General has requested that I ask the Italian Government to prepare the following for the Secretary-General of the United Nations:-
 - (a) An analysis of the Welfare services being provided by Italian official public agencies and by voluntary agencies, both indigenous and foreign, with or without UNRRA assistance;

/(b)

- (b) The Government's opinion as to whether existing services appear adequate to meet the demonstrated need for them, and the Government plans for continuing operation of essential projects, including those initiated or supplemented by UNRRA;
- (c) A statement of the reasons for abandoning any projects for which the Government considers there is a continuing need, noting whether the proposal to discontinue any such project is because of its inability to finance or secure the necessary supplies, equipment or personnel, or because the Government does not consider the project justifiable in view of other more pressing needs;
- (d) An outline of the minimum outside assistance necessary in order to make it possible to continue such projects, specifying the kind of assistance required in terms of supplies, equipment and/or personnel.

7. I urge upon you a careful and immediate review of the Social Welfare programmes during the period of the joint UNRRA-Government operations, and the preparation of the information outlined above in this letter. This documentation should be submitted to the Secretary-General of the United Nations, and copies should be sent to this Mission for transmittal to our London and Washington Offices.

8. You may be sure that the Bureau of Relief Services will be glad to meet with you in the immediate future to give all assistance in the preparation of this material.

S. M. Keeny
S. M. KEENY,
CHIEF OF MISSION.

AASORIERI/jeb.

C.c: Lowell W. Rooks (Office of Director-General, Washington).

Sir Humphrey Gale, E.R.O. London.

Miss Mary Gibbons, E.R.O. London. ✓ *ms.*

Bureau of F. & A.

Special Asst. to C/Mission.

Chief of Mission's Office.

File.

DESPATCHED BY
REGISTRY

SR 1075

9th August, 1946.

WRK/

WR 105

OUT FILE

DES NO 7450

Mr. Conrad Van Hynning,
Acting Director,
Office of Voluntary International Agency Liaison,
U.N.R.R.A.,
1344, Connecticut Avenue,
Washington, 25 D.C.

Dear Van,

We are forwarding to you 15 (fifteen) copies of a summary report on the activities of the United Nations with respect to refugees and displaced persons. Copies of this report are being transmitted to all Missions in Europe.

You may find this report useful to you in the work of the Joint Interim Planning Commission.

Cordially yours,

FRANCES KERNOHAN,
Special Liaison Representative,
to the D.P.C. & C.R.S.

Encs:15

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UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

Copy JG

AUG 2 1946

6521



Miss Selene Gifford
Director
Welfare and Repatriation Division
United Nations Relief & Rehabilitation
Administration
11 Portland Place
London W1, England

Dear Selene:

With further reference to my letter of 29 July 1946,
I am enclosing a copy of the fourth document,
"Minutes of the First Meeting," of the Joint
Planning Commission of UNRRA and the United Nations
Secretariat.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "R. J. Youdin".

R. J. Youdin
Secretary
Joint UNRRA-UN Planning Commission

Enclosure - 1

~~see enclosure~~ ~~with attachment~~ ~~by~~



Plan. Comm./4
26 July 1946

JOINT UNRRA-UN PLANNING COMMISSION

Minutes of the First Meeting

3:00 p.m., Thursday, 25 July 1946

Hunter College, New York

I. PRESENT

Members of the Commission

Mr. H. Laugier, Chairman	UN
Mr. C. Van Hyning, Vice-chairman	UNRRA
Miss M. Snelton	UN
Mr. O. Schachter (Alternate)	UN
Mr. A. H. Robertson (Alternate)	UNRRA
Mr. B. B. Greidinger (Alternate)	UNRRA
Secretary: R. J. Youdin	UNRRA

Other Members of the Staff of UN

Miss E. Brodie, Mr. J. J. Neuman, Mr. A. E. Ritchie, Mr. S. C. Sommerfelt, and Mr. J. Stanczyk.

Other Members of the Staff of UNRRA

Mr. L. Cosad, Miss C. J. Jorgensen, and Mrs. S. Whitman

II. RESUME OF PROCEEDINGS

Mr. H. Laugier, temporary Chairman, called the meeting to order at 3:00 p.m. on Thursday, 25 July 1946. After welcoming the UNRRA members of the Commission he stated that the reason for this meeting and for the Commission was to submit proposals regarding the initiation of the work of the I.R.O. to the Secretary General of UN and to the Director General of UNRRA in order that they might, if they so decide, present them to the Council of UNRRA and to the Economic and Social Council of UN.

The agenda for the meeting was approved.

Election of Chairman. Mr. Van Hyning nominated Mr. H. Laugier for the position of chairman. This was seconded by Mr. Robertson, and Mr. Laugier was elected by acclamation.

Election of Vice-chairman. Mr. Laugier nominated Mr. Van Hyning who was also elected by acclamation.

As it was necessary for Mr. Laugier to leave the meeting early, it was suggested at this point that there be some discussion of the "Draft Resolution of the Joint Planning Commission on Transfer of DP Program of UNRRA to the Proposed International Refugee Organisation", which resolution was drafted by the UNRRA members of the Joint Commission in a preliminary meeting at Washington. The resolution emphasized the necessity of avoiding a hiatus between the end of UNRRA and the beginning of the I.R.O. and recommended that UNRRA be authorized to continue its D.P. operations until the I.R.O. was ready to take over. Mr. Robertson gave a brief resume of the reason for drafting this resolution which was primarily to assist the United Nations. There was considerable discussion of this resolution, and in connection with it, of the necessity for some interim body to take over from UNRRA before I.R.O. could be set up. There was some disagreement to this resolution by Mr. Schachter both as to wording and to its probable results, if any. One recommended change in wording was the last sentence of paragraph one, as follows: "Accordingly, the Joint Commission wishes to draw the attention of the Secretary General of UN and the Director General of UNRRA to the fact that no decision should be taken by the UNRRA Council at its forthcoming session which would run the risk of creating such a hiatus." Although it was then moved by Miss Smilton and agreed by the Commission that the resolution should be adopted subject to changes in wording which were to be worked out and presented at the end of the meeting, Mr. Schachter, after some thought, requested that the UN members be given two or three days to talk this over and present it to the Acting Secretary General for his consideration. This request was granted.

Appointment of Secretary. At the suggestion of Mr. Schachter it was agreed to have joint secretaries, one each from UN and UNRRA. Mr. Youdin was appointed as the UNRRA member. The UN member was to be selected and his name submitted at a later date.

Draft Terms of Reference. Mr. Van Hynning stated that the draft terms of reference had been prepared, cleared, and approved by both sides of the Commission informally. Mr. Robertson moved that they now be adopted by the Commission. This was agreed.

Approval of Draft Outline of Commission's Report. Mr. Robertson moved that this outline be adopted as a working basis subject to amendment as the work is being done. The motion was seconded and adopted.

Interim Reports Prepared by Informal Joint Working Party. Mr. Van Hynning reported that the Personnel Divisions of both organizations had been working on their reports. He asked what the wishes of the Commission were as to the discussion of these reports at this time. It was agreed that they not be discussed until they were in more or less final draft and ready for official action.

Report of IRO Committee on Finances. Mr. Neuman gave a brief resume of the meetings and report of the Finance Committee. Mr. Youdin raised the question as to whether in the opinion of the UN delegates, this Commission in its report to the Director General of UNRRA and the Secretary General of UN could include such recommendations as it wished to make on the subject of the budget. The UN members did not believe this would be in order as the Finance Committee had been set up to take care of this question. It was agreed that the same

action should be taken on this as had been taken regarding the reports to be prepared by the informal joint working parties.

Plans for Future Work of the Commission. It was pointed out by Mr. Van Hynning that the outline set forth the future work of the Commission which is a joint UNRRA-UN job. Mr. Newman stated that the report would be required for the third session of the ESC which would mean that it should be completed by 26 August 1946. There was considerable discussion as to how complete and detailed the report should be. Mr. Youdin was of the opinion that the Commission's report should be as complete as possible within the time limit set, and then it was up to the UN Secretariat to make whatever recommendations it wished to the Council from this report. Mr. Robertson suggested that the various members of UNRRA prepare their drafts covering parts II through V of the outline and submit them to their UN opposite within ten days. Mr. Schachter recommended that UNRRA also draft part VI, and upon completion of all of these drafts, part I could then be drafted by the Commission. It was therefore agreed that the UNRRA members should submit their first draft to their UN opposite members by 5 August, and when the two members had come to an agreement the drafts should be presented to the Commission for final action.

The UNRRA and UN opposite members are as follows:

Section II. Personnel. The UNRRA Personnel Division members are to submit their report to Miss Smiston or to such member of her staff as she may indicate. With reference to the personnel problem, Miss Smiston was concerned about the fact that UNRRA had stopped recruiting. She stated that this would have to continue. The UNRRA members pointed out that UNRRA could not recruit personnel for a new organization, and would be unable to give any guarantee of employment for any length of time. They further stated that the UNRRA employees are expecting a statement at the end of the Council session as to their status. After much discussion it was suggested that Miss Smiston might inform the Secretary General of the fact that UNRRA personnel will be leaving and that UNRRA has stopped recruitment in order that he might take it up with Mr. LaGuardia. Finally it was agreed that Miss Smiston and the UNRRA personnel group would get together and make some recommendation to the Commission to be sent to the Council.

Section III. Supplies. The UNRRA Supply Bureau will prepare the draft. At the moment there is no opposite member in UN. There was considerable discussion as to the type of supply report that should be submitted. It was finally agreed at Mr. Schachter's recommendation, that UNRRA prepare a resume of its experience in the supply field which would include the bases for requirements, estimates of procurements, and transportation problems. Where these are not now UNRRA functions the best thinking of UNRRA's supply experts would be satisfactory.

Section IV. Relationships. It was agreed that this should be handled by Mr. Robertson of UNRRA, clearing with Mr. Schachter of UN.

Section V. Operations. This was to be developed by the Repatriation and Welfare Division of UNRRA and cleared with Mr. Stanczyk of UN.

Section VI. Organization. This was to be worked out by the Repatriation and Welfare Division. It was suggested that the opposite at UN would perhaps be Mr. Michelmoor.

Mr. Schachter stated that the UN Public Relations Division would like to put out a press release regarding the Joint Commission's first meeting, and if there were no objections he would prepare such a release for them. There were no objections.

The time and place of the next meeting would be on call.

The meeting adjourned at 6:40 p.m.

Acting Chairman

/s/
Conrad Van Hynning

Secretary

/s/
R. J. Youdin

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UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

JUL 29 1946

RECEIVED

6 - AUG 1946

U. N. R. R. A.
MAIL UNIT

6379

Deputy Director General
Department of Relief Services
European Regional Office
United Nations Relief and
Rehabilitation Administration
11 Portland Place
London W1, England

Attention: Miss Mary L. Gibbons

Dear Miss Gibbons:

In accordance with my cablegram of 26 July 1946 I am transmitting herewith the first three numbered documents of the Joint Planning Commission of UNRRA and the United Nations Secretariat. The minutes of the first meeting are now in the course of preparation and will be forwarded to you separately.

As further documents are accepted by the Commission they will be transmitted to you.

Sincerely yours

R. J. Youdin
R. J. Youdin
Secretary
Joint UNRRA-UN Planning Commission

Enclosures - 3 / - See enc (3) (3a, b, c)



Miss Gifford

Plan. Comm./1

22 July 1946

JOINT UNRRA-UN PLANNING COMMISSION

First Meeting

Thursday, 25 July 1946

Hunter College, New York

AGENDA

1. Call to order by temporary chairman.
2. Roll call.
3. Approval of agenda.
4. Election of Chairman.
5. Election of Vice-Chairman.
6. Appointment of Secretaries.
7. Approval of draft terms of reference.
8. Approval of draft outline of Commission's report.
9. Discussion of interim reports prepared by informal joint working party.
10. Discussion of report of IRO Committee on Finances.
11. Plans for the future work of the Commission.
12. Assignment of work for second meeting.
13. Other business.
14. Time and place of next meeting.
15. Adjournment.

TERMS OF REFERENCE OF THE JOINT PLANNING COMMISSION
OF UNRRA AND THE UNITED NATIONS SECRETARIAT

The Joint Planning Commission shall be concerned with the study of problems in connection with the initiation of the work of the I.R.O. including the transfer of UNRRA's displaced persons activities to the I.R.O.

For this purpose the Commission shall prepare a preliminary plan which shall contain proposals for consideration respectively by the Secretary General of the United Nations and the Director General of UNRRA covering inter alia the following subjects:

1. The organizational structure of the I.R.O.
2. Personnel.
3. The provision of supplies for displaced persons and refugees.
4. The relationship between the I.R.O. and
 - (a) Governments and occupying authorities;
 - (b) Agencies dealing with displaced persons and refugees.

STEPS IN IRO TAKEOVER FROM UNRRA

- A. Agreement between LaGuardia-Daugier for establishment of Joint UNRRA-UN Planning Committee.
- B. Appointment of UNRRA members:
 - 1. Conrad Van Hyning.
 - 2. Harry E. Howell.
 - 3. A. E. Davidson.
- C. Appointment of UN members:
 - 1. Henri Laugier
 - 2. A. Feller
 - 3. Mary Smieton
- D. Report of Joint Planning Committee.
(Outline attached)
- E. Report of Finance Committee.
(Myer Cohen, Representative of the Director General.)
- F. Action by General Assembly.
- G. Action by Governments.
- H. Establishment of IRO Preparatory Commission.
- I. Establishment of joint UNRRA-Preparatory Commission Committee.
- J. Signing of takeover agreement.
- K. Initiation of IRO as operating agency.

18/7/46

OUTLINE OF IRO PROBLEMS OF OPERATION
AND TAKEOVER FROM UNRRA

I. Recommended plan of initiation of operations.

A. Plan for interim period.

1. Advance of administrative funds.

B. Establishment of Headquarters.

C. Recruitment of skeleton Headquarters staff.

D. Development of tentative overall organizational structure.

E. Conditional offers of employment to selected UNRRA and IGC staff.

F. Agreements.

1. Governments concerned.

2. Military government.

3. Voluntary agencies.

G. Acquisition of operational funds.

H. Takeover of UNRRA and IGC staff and operations.

II. Personnel.

A. Conditions of Employment.

1. Tenure. (Non-permanent agency)

2. Salary scale or scales.

3. Foreign service allowances.

4. Provident fund.

5. Leave.

6. Nationality quota system.

B. Qualifications.

1. Previous employment.

2. Professional training.

3. General education and background.

C. Recruitment.

1. From UNRRA.
2. From IGC.
3. From Voluntary Agencies handling DP's.
4. From other sources.

III. Supplies.

A. Responsibility for furnishing supplies.

1. Basic.
2. Other.

B. Responsibility for determining requirements.

1. Food.
2. Camp supplies.
3. Canteen supplies.
4. Medical and sanitation supplies.
5. Recreational, educational, and vocational training supplies.

C. Procurement.

1. Through military.
2. Through governmental channels.
3. Direct.
4. Contributions.

D. Supply lines.

1. Military.
2. IRO.

E. Local distribution.

1. By IRO.

2. By Voluntary agencies.

3. By local committees.

IV. Relationships.

A. Member Governments.

B. Military Government.

1. Military authorities in other areas.

C. Voluntary Agencies.

1. Foreign.

2. Indigenous.

D. Non-member Governments.

V. Operations.

A. Movements.

1. Military.

2. IRO.

B. Camp management.

C. Medical and sanitation services.

D. Welfare.

1. Child Welfare.

2. Education.

3. Vocational training.

4. Employment.

5. Tracing.

6. Advice and counseling.

7. Physical rehabilitation.

8. Mental rehabilitation.

VI. Organization.

A. Organizational structure.

1. Headquarters.

2. Field offices.

B. Records.

C. Employee services.

18/7/46

WR DG

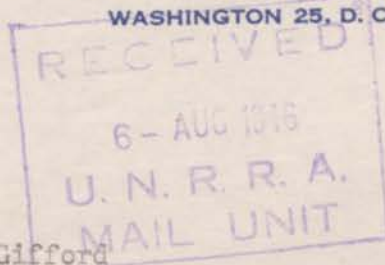
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UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE
WASHINGTON 25, D. C.

copy DG



JUL 29 1946

6381

Miss Selene Gifford
Director, Welfare & Repatriation Division
European Regional Office
United Nations Relief and
Rehabilitation Administration
11 Portland Place
London W1, England

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R. J. Youdin

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Enclosures - 3



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18/7/46

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VI. Organization.

A. Organizational structure.

1. Headquarters.
2. Field offices.

B. Records.

C. Employee services.

18/7/46

Spare

Da 2317

copy

WR 105

O INCOMING CABLE.

INDEXED

DG.

Action: General Counsel.
Mr. Dudley Ward.

Copy. WR 105.

WASHINGTON.....TO.....LONDON
No. 11417 (En clair)

Dated: 27th July, 1946.

Rec'd: 1514 hours,
27th July, 1946.

Re our 10657.

1. First meeting UNRRA U.N. Planning Commission held New York 25th July.
2. Laugier elected Chairman, Van Hynning Vice Chairman.
3. Terms of reference and outline of report approved.
4. Report of Commission to be submitted 26th August or at least one week prior third meeting ESC. Because of time factor believe impracticable call in field staff, especially since report to be fairly general. Would appreciate assistance ERO and field staff later stages detailed transfer planning.
5. Airmailing three copies of documents, one each Gibbons, Ward, Gifford.

MW/GMR.



Copy WR 105

July 16 1946

Mr. Buell Maben
Chief of Mission
UNRRA(Greece)
Tanson Building
4 Churchill Street
Athens, Greece

Dear Mr. Maben:

The Economic and Social Council of the United Nations which adjourned its second session on 22 June took action in two fields of immediate interest to UNRRA. The first was the adoption of a draft constitution for the creation of an international refugee organization which is being forwarded immediately to member governments and upon which it is hoped final action will be taken at the next session of the Council and at the meeting of the General Assembly in September. The second was the creation of the Permanent Social Commission which has responsibility for planning and advising the United Nations concerning activities in the social welfare field which should be undertaken by an international organization.

Representatives of UNRRA who were present at the meetings of the Temporary Social Commission and the Economic and Social Council were requested to give information both verbally and in writing concerning both the displaced persons program and the welfare program of UNRRA. It is anticipated that as the plans proceed for the creation of the international refugee organization and for consideration of possible activities of the United Nations in the social welfare field, UNRRA will be requested to submit a great deal of additional information and perhaps to advise concerning the types of welfare projects which it believes should continue to be the concern of an international agency.

The need for action by an international organization in order to care for and repatriate or resettle refugees and displaced persons has been clearly recognized and action taken. The kind of information which the Economic and Social Council will need from UNRRA is to a large degree available at ERO and headquarters. Similar information concerning UNRRA's activities in the social welfare field is likewise available. However, UNRRA's activities in the field of social welfare have varied to such a degree, country by country, that it is not possible for either ERO or Headquarters to fully advise the Economic and Social Council on the kind of service and assistance governments themselves consider to be the proper area of action for an international agency and in which government need assistance. In brief, we know in general what services UNRRA field missions and governments are providing but we have no clear picture of the evaluation governments put upon these services nor of the priority governments would give to various welfare services UNRRA missions have assisted them to perform.

Our experience in discussing social welfare programs with government representatives to the Economic and Social Council indicates that many of these representatives are not fully informed on the subject. The same holds true with members of the Temporary Social Commission and will probably be true with the members of the Permanent Social Commission. In order that the joint UNRRA-Government experience and information may be made available in an effective manner, I should like you, as Chief of the Greek Mission, to write a letter to the Greek Government, reviewing the activities of the UNRRA Mission in Greece in the social welfare field. In this letter will you request the Government:

1. To make its own analysis of welfare services being provided by its official public agencies, and by voluntary agencies both indigenous and foreign, with or without UNRRA assistance;

Mr. Buell Maben

2. To set forth its opinion as to whether existing services appear adequate to meet the demonstrated need for them and its own plans for continuing operation of essential projects, including those initiated or supplemented by UNRRA;
3. To state reasons for abandoning projects for which it considers there is a continuing need, noting whether the proposal to discontinue any project is because of its inability to finance or secure the necessary supplies, equipment, or personnel, or because the Government does not think it justifiable in view of other more pressing needs;
4. To outline the minimum outside assistance necessary in order to make it possible to continue such projects and to specify the kind of assistance required in terms of supplies, equipment, and/or personnel;

Finally, your letter should clearly indicate the desirability of having the above information from the Government sent to its official representatives on the Economic and Social Council or the Permanent Social Commission. If the Government does not have representation on either the Council or the Commission then it would be advisable for this information to be sent to the Secretary-General of the United Nations.

While UNRRA has a clear responsibility to pass on to the United Nations a full story of its experience and will certainly carry out this obligation, on the other hand, the activities and emphasis of the United Nations will be determined by the member governments of the United Nations, and not by UNRRA. WE therefore feel that we have an obligation, particularly to countries which are recipients of UNRRA aid, to point out to them that their representatives to the United Nations and its constituent bodies must themselves present the needs of their governments and must be prepared to propose satisfactory machinery by which their needs may be met.

For your information, a document containing the terms of reference and other pertinent material relating to the Permanent Social Commission is attached.

I am sure you appreciate the importance of this communication. UNRRA is the first international mutual-aid organization with extensive practical experience in the social welfare field. Unless UNRRA conveys a full appreciation of its experience to the United Nations and undertakes to secure from governments a similar appreciation, a great deal of the value of UNRRA's services in the social welfare field will be lost.

Will you please send me a copy of your letter to the Government and of other correspondence relating to this matter. Also, I would like to have a copy of the material prepared by the Government with its letter of transmittal or instructions to its appropriate representatives or the Secretary-General of the United Nations. A complete set of copies should also be sent at the same time to the European Regional Office.

Sincerely yours,

F. LaGuardia
Director General.

Attachment -

Summary of terms of reference and material relating to
Permanent Social Commission

Identical letter sent to:

Austria

(continued)

Mr. Buell Maben

Byelorussian
China
Czechoslovakia
Ethiopia
Finland
Greece
Hungary
Italy
Poland
Ukraine
Yugoslavia

c.c: Selene Gifford

Attachment

THE ECONOMIC AND SOCIAL COUNCIL, taking note of the recommendations of the Temporary Social Commission and bearing in mind the following considerations:

(a) The Economic and Social Council, in harmony with Article 55 of the Charter, shall endeavour to solve international social problems, having in mind the connection of these problems with the development of social activities in the national frame.

(b) The activities of the United Nations in the social field shall be based on democratic principles; these activities shall be conducted in the interest of all peoples, and with the active participation of the organizations which unite groups of people concerned with such activities (trade unions of workers, agricultural societies, etc.)

(c) The raising of the standard of living and the welfare of the peoples of the countries of the United Nations, which should include not only wages and income but all kinds of social services, is an important task for the United Nations.

(d) Special attention should be given to the social problems of countries needing rehabilitation, and particularly those whose territories were occupied by an aggressor with a view to their restoration to normal conditions as soon as possible. This rehabilitation will assist these countries and facilitate the development of an effective social policy.

(e) 1. Successful activity of the United Nations in the social field demands the continued co-operation of the specialized agencies:

2. It is one of the functions of the United Nations to co-ordinate the activities of the specialized agencies, so as to avoid overlapping and omissions:

3. The United Nations should consider the possibility of assuming responsibility for social activities which do not come within the scope of any existing specialized agency.

Establishes a Permanent Social Commission.

I. Terms of Reference.

(a) To advise the Council on social questions of a general character, and in particular on all matters in the social field not covered by specialized inter-governmental agencies:

(b) To advise the Council on practical measures that may be needed in the social field:

(c) To advise the Council on measures needed for the co-ordination of activities in the social field:

(d) To advise the Council on such international agreements and conventions on any of these matters, as may be required, and on their execution:

(e) To report to the Council on the extent to which the recommendations of the United Nations in the field of social policy are being carried out.

2. Matters Referred to the Social Commission

(a) The observations of the Temporary Social Commission concerning provision needed in the social welfare field included in Section II of its Report, and its suggestions as to methods by which such work might be carried on, are referred to the Social Commission for early study and recommendations to the Economic and Social Council.

(b) The observations and recommendations concerning the activities of the League of Nations in the social field included in Section XIV of the Report of the Temporary Social Commission are referred to the Social Commission with the request that, in the light of conditions prevailing in the post-war world:

- (i) it consider the best way of carrying on the functions under-taken by the League with reference to traffic in women and children and all measures designed to prevent such traffic:
- (ii) it consider how work in the child welfare field can be effectively carried out, in co-operation with those international organisations which are concerned with particular aspects of these problems, and take steps to create a sub-commission especially constituted for work in the child welfare field:
- (iii) it consider how effective machinery can be developed for studying on a wide international basis the means for the prevention of crime and the treatment of offenders, undertake consultation with the International Penal and Penitentiary Commission, and recommend a scheme by which work on this whole subject can be fruitfully dealt with on a broad international basis in close association with other social problems.

(c) The observations of the Temporary Social Commission in Section XV of its report concerning social problems requiring immediate attention, especially problems in countries directly affected by war or under enemy occupation to which first priority should be given, and in countries which are under-developed are referred to the Social Commission with the request that it give special attention to these problems and particularly to the urgent need for finding some way of dealing with the important aspects of the work of the United Nations Relief and Rehabilitation Administration, mentioned in the report, after it is brought to a close. The Social Commission is also asked to consider the desirability of setting up international machinery in the fields of Housing and Town and Country Planning.

3. Matter referred to the Secretary-General.

The following recommendations of the Temporary Social Commission are referred to the Secretary-General:

- (a) The importance of an adequate staff for the Social Commission and any committees of this Commission that may be set up under its jurisdiction;
- (b) Communication to Governments which have hitherto made reports concerning traffic in women and children, and with national and international agencies to ascertain the present position concerning such reports and obtain other relevant information.

THE PERMANENT SOCIAL COMMISSION WILL BE SET UP AS FOLLOWS:

(a) The Permanent Social Commission shall consist of one representative from each of eighteen Members of the United Nations selected by the Council.

~~(b) Communication to Governments which have hitherto made reports concerning traffic in women and children, and with national and international agencies~~

(b) With a view to securing a balanced representation in the various fields covered by the Commission, the Secretary-General shall consult with the governments so selected before the names of the representatives are confirmed by the Council.

(c) Except for the initial period, the term of office shall be for three years. For the initial period, one-third of the members shall serve for two years, one-third for three years and one-third for four years, the term of each member to be determined by lot.

(d) Retiring members shall be eligible for re-election.

(e) In the event that a member of the Commission is unable to serve for the full three-year term, the vacancy thus arising shall be filled by a representative designated by the member government, subject to the provisions of paragraph (b) above.

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UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FIFTH SESSION OF THE COUNCIL

Consideration of Future Policy to be Adopted for
UNRRA's Present Work in the Field of Displaced Persons(Item 3 (b) (ii) of the Provisional Agenda)

At its meeting on 21 June 1946 the Economic and Social Council of the United Nations approved the draft constitution of the International Refugee Organisation which provided among other things for the repatriation, care, protection and resettlement of displaced persons and refugees. It submitted this draft constitution to all members of the United Nations; it also established a Committee on Finance to prepare budgets for the new organisation and recommended that the Secretary General plan, in consultation with UNRRA and the Inter-governmental Committee, the initiation of the work of the International Refugee Organisation.

The Economic and Social Council also recommended that Government delegates at the General Assembly of the United Nations in September be authorised to sign the constitution of the I.R.O. and urged its members to continue their full support of existing organisations dealing with displaced persons and refugees until the International Refugee Organisation should be able to assume its functions.

In order to comply with the recommendations of the Economic and Social Council and with a view to assisting the new International Refugee Organisation to begin its work under favourable conditions, it is recommended:

- (1) That the Council should extend the authority of the Administration to care for displaced persons in accordance with the Council Resolutions until such time as the International Refugee Organisation should be able to assume these functions.
- (2) That the Council should recommend to member Governments that they should do everything in their power to ensure that the International Refugee Organisation should be in a position to begin operations at the earliest practicable moment and in any event not later than January 1, 1947.
- (3) That the Council should recommend to the occupying powers that they should continue to provide basic supplies for displaced persons during the continuance of UNRRA's responsibilities for displaced persons.
- (4) That the Council should request the Director General to collaborate with the Secretary General of the United Nations and with the International Refugee Organisation in planning for the transfer to the International Refugee Organisation of UNRRA's functions in the field of Displaced Persons, and should authorize the Director General to take such measures as may be necessary to make such transfer effective.