

U. S. P. DIVISION (ORGANIZATION)



\*8203R Third Cut

5  
12 December 1945

TO: Miss Madeline Berry  
FROM: Myer Cohen

In connection with the Targets of Work submitted to this Division for review by Commander Jackson, we wish to make the following comments:

1. Items 1. through 5. are satisfactory with the exception that the phrase in parenthesis at the end of item 3. should read "(in consultation with ERO)".
2. A new item should be added which reads as follows:  
  
"Major policy problems concerned with the DP operation in Austria, particularly in connection with the possibility that an overall agreement will be entered into between UNRRA and the authorities in Austria"
3. Another item should be added as follows:  
  
"Consideration of the supplementation of the program of amenity supplies provided by the Administration"

FKHoshler/vrm



DP

Revised  
11 December 1945

TARGETS OF WORK

VIII. Bureau of Services

A. Health

1. Recruitment of health personnel with particular reference to China
2. Following up dispatch of medical and sanitation supplies
3. Publication of the Epidemiological Bulletin
4. Collection and dissemination of epidemiological information including the administration of the international sanitary conventions
5. Organization of health operations in the China Mission including the problems of the size of this staff, its organization and the provision of medical and sanitation supplies necessary for the operations of our personnel and aside from the larger quantities of the supplies which will be turned over to CNRRA

B. Welfare

1. Recruiting staff for China-replacements and additions other countries
2. Advising on and assisting in the screening of supplies for special groups and welfare projects
3. Negotiations with voluntary agencies and their regulatory and coordinating bodies in relation to voluntary agency programs for DP's and for countries

served by UNRRA and in regard to personnel loaned by such agencies to UNRRA

4. Working with ERO and Contributing Supplies unit (Supply Bureau) on play material, books and school supplies for DP's
5. Development of certain specialized programs (together with financial assistance) in certain UNRRA countries
6. Training for four Chinese Child Welfare workers

C. Displaced Persons Division

1. Major policy problems concerned with the DP operation in Germany
2. Consideration of ultimate responsibility for non-repatriable personnel
3. Policy for handling DP's in the Far East—this also includes problems associated with the care and repatriation of European DP's particularly in Shanghai (in consultation with ERO)
4. Consideration of policy connected with the assumption of responsibility for handling Polish refugees
5. (with ERO) Taking action to return all refugees in existing Middle East camps as quickly as possible
  - a. Subsequently it will be necessary to consider the handling of non-repatriables from this group
6. Consideration of the supplementation of the program of amenity supplies provided by the Administration



7. Major policy problems concerned with the DP operation in Austria, particularly in connection with the possibility that an overall agreement will be entered into between UNRRA and the authorities in Austria

Hoehler

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regard to personnel loaned by such agencies to UNRRA
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on play material, books and school supplies for DP's
5. Development of certain specialized programs (together with  
financial assistance) in certain UNRRA countries

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non-repatriables from this group



8 October 1945

TO: Mr. Richard Brown  
FROM: Fred K. Hoehler  
SUBJECT: Displaced Persons Division Responsibility

In relation to field operations the following responsibilities are important and are being carried out currently by this division.

1. Planning

It is essential that at the central headquarters there be a strong planning division not only for initiating original plans, such as those for the DP Operations on the Continent or DP Operations in China, but to review constantly plans in light of changing situations so that the Administration can keep its plans current and fluid.

2. Recruiting

The organization of any large operations involving technical services necessitates a recruiting operation within the Division concerned with the technical services which supplements Personnel operations. As new jobs are created or personnel requirements are indicated, the technical Division should assist in the selection of personnel and must have responsibility for initiating the appointments. This involves the use of at least one full-time senior person and some clerical assistants in the Division.

3. Supply

Wherever field services are functioning supplies of various sorts are necessary. The Division must establish requirements and must have responsibility for screening. This responsibility belongs in a technical Division in a large organization because of their knowledge of the program and their relationship to field operations.



#### 4. Policy

Wherever operations in the field concern specific functions, these functions must be governed by overall policies. Such policies can be established but from time to time must be reviewed and changed to meet peculiar circumstances and situations arising in the field. In addition, new policies must be developed. This is essentially a headquarters responsibility and needs the advice and direct participation of the people in a functional Division.

#### 5. Conferences with the Director General

These conferences are frequently initiated by others within the organization or outside of the organization and sometimes are initiated by the staff of the Division. We require frequent access to the Director General both on call from him and on our own responsibility because of the great number of questions arising in this country relative to the DP operations.

#### 6. Inquiries and Information

Personal calls and correspondence involving inquiries and requesting information about our operations, particularly in Germany, come to this office with great frequency. These involve a considerable amount of time in conferences and staff discussions on replies to questions or in furnishing the proper information.

#### 7. Field Visits

For the sake of keeping the staff informed and informing the Director General on the character and quality of operations, the staff must have frequent access to the field. From the standpoint of those who are at work on the operations visits from headquarters have a tremendous morale value. This particular feature cannot be overemphasized and is so extremely important that unless we move immediately to improve our field relationships it will have a disastrous effect on the morale of those who are working on the DP operation. This is evident already and the limitations which have been placed on our staff for field visits have had serious negative effects.



### Headquarters Operations

The staff must always be prepared to participate in conferences on subjects relating to displaced persons and we must continue to have calls and frequent conferences and relationships with the Divisions and Bureaus within the Administration.

Discussions with returning personnel and personnel reassignments to various fields or within the headquarters organization have become an important responsibility of our staff and will increase.

Maintaining records, preparing reports, consulting with those who have specific responsibility for reports and public information take a large segment of our time at the present and might very well require the full time of one senior person on our staff together with several clerical assistants.

Tracing Service: UNRRA, if it is to function properly in the field of displaced persons, must receive in this office correspondence from persons in the United States with regard to relatives whom they wish to locate, and we must communicate with our field operations to get as much information as we can on the individuals who are being sought. This operation has a great public relations value and unless it is carried on by UNRRA through the DP Division, we would be neglectful of a very important responsibility.

6 October 1945

CONFIDENTIAL

TO: Michail A. Menshikov

FROM: Fred K. Hoehler

This is in response to your request of 5 October that I set forth in writing the activities of the Displaced Persons staff at Headquarters. At present, the main activity centers around the Far East. These activities include the recruitment and dispatch of the Specialist Mission on Displaced Persons, the recruitment of personnel for the China Office, and general policy matters regarding displaced persons operations in the Far East. Mr. Youdin is taking immediate day-to-day responsibility for Far Eastern matters, while Mr. Pierce and I are attending the meetings of the Committee of the Council for the Far East, as well as following through at the highest levels on policy matters.

As regards Europe, our main task is to reply to cables from ERO on questions of policy and personnel. I attend conferences held by the Director General on the European displaced persons operation, and consult with him frequently on the Jewish problem, with which he is at present very much concerned. Although the Middle East Office is under the immediate jurisdiction of ERO, there are certain questions relating to policy and the redeployment of personnel to the Far East which are the concern of this office. These matters are usually handled by Mr. Pierce or Mr. Youdin, because of their knowledge of the local situation.

Mr. Robert Brown is occupied with camp programs and supplies. I have given him responsibility for following through on projected camp operations in China. There has been a tendency on the part of the China Office to place camp operations under the Welfare Division, whereas at Headquarters, ERO, and other field missions this problem is part of the responsibilities of the Displaced Persons Division.

As regards supplies, there has been a marked tendency at Headquarters to place all supply responsibility in the Bureau of Supply. This is a most unfortunate tendency, inasmuch as the Bureau of Supply does not have personnel qualified to deal with the specialized problem of supplies for human beings who are living in camps.



Mr. Stanley Sommer, who has recently returned from Europe, has been given the responsibility of recruiting Displaced Persons staff for the Far East.

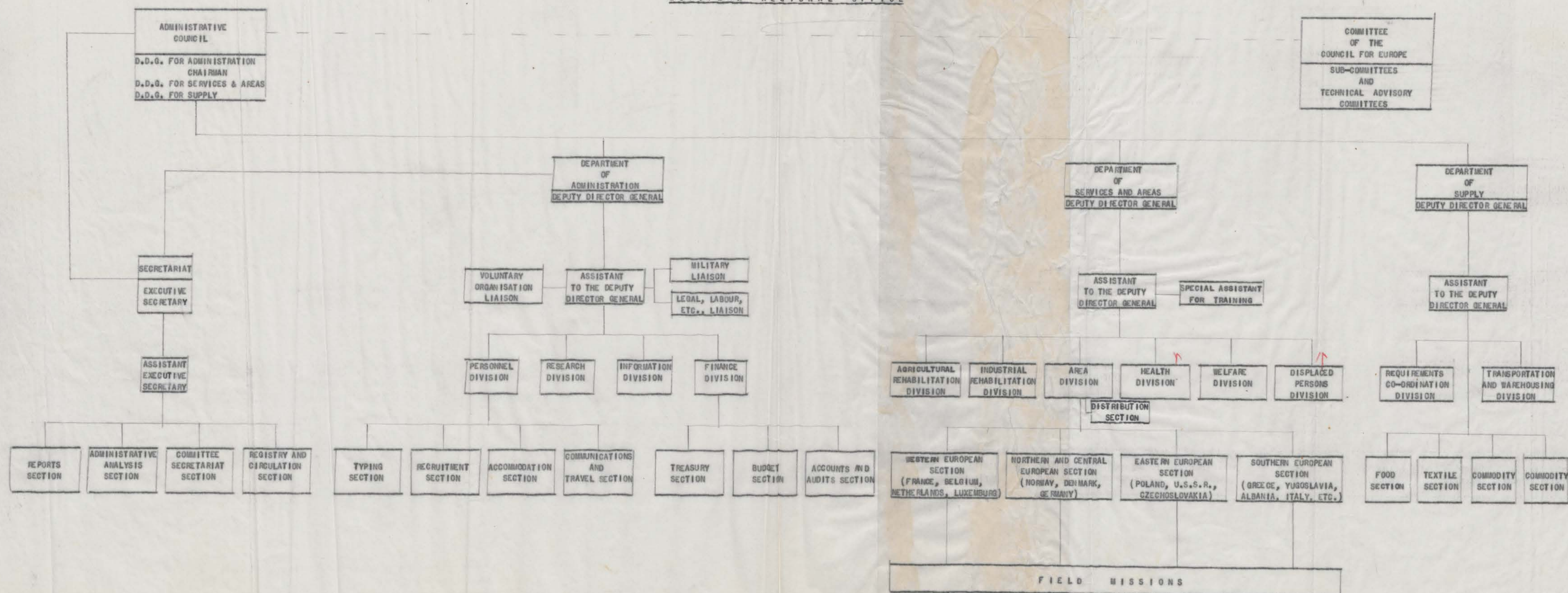
The planning and records job, which was formerly done by Mr. Patterson, is being divided for the time being between Mr. Pierce and Mr. Youdin.

We are fortunate at the present time in having available personnel with field experience who can, if required, proceed on field trips out of Headquarters. Besides myself, the available personnel are Mr. Pierce, Mr. Youdin, Mr. Sommer, and Mr. Kettle.

RJYoudin:ert  
6 Oct. 45



EUROPEAN REGIONAL OFFICE





1 October 1945

TO: Mr. Daderick

FROM: Fred K. Hohler

RE: Material from the Division on Displaced Persons  
for the Director General's Quarterly Report, for  
the Quarter Ending 30 September 1945.

Attached hereto you will find the material on the work  
of the Displaced Persons Division for the Director General's  
Quarterly Report, for the quarter ending 30 September 1945,  
which you recently requested us to prepare.

I am sending you three copies in all, two of which are for  
the Secretariat, in accordance with their instructions,  
and one for your file.

Attachments

JJPatterson:ert

DIVISION ON DISPLACED PERSONS QUARTERLY REPORT  
FOR THE QUARTER ENDING 30 SEPTEMBER 1945

I. Introduction

The past three months have accelerated the transition of the work of the Division on Displaced Persons from its planning phase to that of full-scale operation. The end of the War in the Far East has posed new problems which demand prompt action, and the Division's work has now become truly global. The next quarter will witness a continued expansion in some areas, the beginning of a solution of the problems in other areas.

II. Operations in Germany and Austria

A. The General Situation

The so-called "German Operation" has tended during the past quarter to obscure the work of the Administration in other areas insofar as displaced persons operations have been concerned. It, of course, has been by far the largest problem of its kind with which the Administration has been confronted, even though the Administration's responsibility up to the present time has been confined to that of acting in an agency capacity toward the military authorities in the British, American, and French zones of Germany and Austria. It will perhaps be convenient here to consider the operation in Austria at the same time as that in Germany, since the two are essentially similar in most respects.

Previous reports have described the development of the Administration's relationship to SHAEF in Western Europe, and its progress in furnishing to the military authorities large numbers of teams of



qualified personnel to administer under military supervision the many displaced persons assembly centers which were created in Germany to shelter and care for United Nations' displaced nationals pending their repatriation. The past quarter has been one of steady progress in this respect, with the number of UNRRA teams in the field reaching a total of 354 on 1 September. The strength of these teams averaged 12 persons, and the total number of UNRRA employees in the field had reached 4,199 on the same date.

These teams have now in the majority of cases assumed full responsibility for the administration of assembly centers, although the responsibility for determination of policy and furnishing of supplies has remained with the military. Negotiations are in progress for the assumption by UNRRA of administrative responsibility on all levels in each of the zones in Western Germany, and it is expected that this "take-over" will materialize within the last quarter of 1945. Repatriation arrangements are expected to be a joint responsibility of UNRRA and the military. The Administration has also actively pursued a policy of furnishing supplemental or "amenity" supplies to the assembly centers, and plans to continue to do so on a modest but somewhat expanded scale.

The progress of repatriation has been amazing to most observers. It seemed at the moment when the war in Europe came to an end that it would be many months before the displaced millions could be moved back to their homelands. Vigorous action by the military authorities,

however, and the use of all available means of transportation, including air-lift on a very large scale, resulted in the repatriation of practically all of the Western European nationals, and of the preponderance of those of the U.S.S.R. A generally smooth-working arrangement between the Russian forces occupying Eastern Germany and the SHAEF forces in the west made possible the orderly exchange of displaced persons according to destinations. There remain in Western Germany about 1,250,000 displaced persons, against an original estimate of more than 6,000,000 in the same area. Many more will be repatriated before the end of the year, but there will remain an unknown number unwilling or unable to return to their homelands, who will become the temporary responsibility of the Administration under Resolution 57, as amended at the Third Session of the Council. Early predictions that this number would be very large seem now, however, to be open to some doubt, and a gradual improvement in economic conditions in Eastern and Southeastern Europe and an increase in available transport facilities should make possible the repatriation of many additional thousands. Political differences with new governments in their homelands may permanently deter a considerable number, whose eventual resettlement is the responsibility of the ICGR.

Under the direction of the military authorities at GDMX (Combined Displaced Persons Executive), a Central Records and Tracing Bureau has been created to deal with the heavy volume of requests for assistance in locating people in Germany which has been received from all parts of the world. It is staffed largely by UNRRA personnel. Arrangements with the Soviet authorities have made possible the extension of



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the work of the bureau to all parts of Germany, and a similar service is beginning to function in Austria.

The problems of the coming winter are serious, and the intelligence and efficiency of the Administration's staff in this displaced persons program will be severely tested. Recent appointments of several experienced administrators to key posts in Germany have materially strengthened the Administration's staff, and the overall administrative mechanism which could not be fully created in the days immediately following V-E Day is now ready to assume whatever additional responsibilities may be thrust upon it. In the same manner, it has been possible during the quarter to transfer from the European Regional Office to the field responsibility for many operational matters which properly fall within the field mission's jurisdiction.

Too much praise cannot be given the many members of the staff engaged in this work for the way in which they have surmounted the difficulties encountered in an area laid waste by war, and the Administration is confident that a continuing high standard of performance may be expected.

#### B. Special Situations of Interest

On 26 July 1945, the transfer of some 10,000 displaced persons from Germany to Sweden for temporary care and recuperation was completed. The evacuation of these displaced persons began when the first ambulance arrived from Helsen at Lubeck. Most of the evacuees

were sick patients coming from concentration camps in Germany. Of the 6,500 people from Belsen, 4,000 were sick, 2,000 were convalescents, and 50 were minor children.

The operation was handled by an UNRRA team, numbering 25 Welfare Officers and Registrars, with about 50 R.A.M.C. personnel, and approximately 200 Swedish doctors and nurses in attendance.

The plan was first discussed in April, when two representatives of the Displaced Persons Division of UNRRA visited Sweden at the invitation of the Royal Swedish Committee for International Relief, to discuss what help the Swedish Government would give in the field of displaced persons. As a result of this conference, the Swedish Government agreed to care for 10,000 displaced persons from Germany who were in need of hospital care, convalescence, recuperation, or rest. It was agreed that the expenses would be borne by the Swedish Government and that the people would be permitted to remain in Sweden for a period of time not to exceed six months, pending repatriation or transfer of these people to some other country. Half of the 10,000 could be sick persons, needing hospital care, and 1,000, it was agreed, could be unaccompanied children, the remainder to be persons in need of rest. The proposal, when submitted to SHARP, was adopted, and the French, Belgian, and Dutch Governments were willing that their nationals should be included in this group. Final arrangements were then made, including the establishment of a transit center at Luebeck, with a Swedish Commission responsible for delousing, cleaning, and clothing the evacuees. On 25 June, two ships sailed from Luebeck



for Sweden with the first transport of displaced persons. A great deal was done by the UNRRA teams in their position as intermediary between the military authorities and the Swedish Government. Because of the success of this first venture, it was felt that the way had been opened for further negotiations with the Swedish Government looking toward the transfer of additional displaced persons to Sweden.

The Swiss Government and various private agencies in Switzerland have also been anxious to extend aid to the displaced persons in Germany and Austria. One notable project resulted from the invitation of the Swiss Government for unaccompanied children under twelve years of age to be brought to Switzerland from Germany for care there until their future disposition could be determined. As a result of this invitation approximately 350 children and in some cases their parents were brought to Switzerland from the notorious Buchenwald Concentration Camp, the movement of these people being supervised by personnel of the Administration.

Through the Don Suisse, a Swiss agency, proposals were also made for the establishment of a food depot in Germany, and for the furnishing of medical and welfare workers to assist in some of the German displaced persons assembly centers. These proposals have not yet materialized into concrete action, however, but negotiations still in progress may result in substantial assistance from this source.

No report of the work of the Administration in Germany and Austria would be complete without mention of the contribution made by the

many voluntary agencies which have interested themselves in the problem, and which have contributed trained personnel to work under the general supervision of UNHRA. All programs proposed by these agencies have been submitted to the military authorities for their approval, and have in turn been referred by them to the Administration for its decision as to whether or not the particular program meets a need not otherwise provided for. We may anticipate that these agencies will play an increasingly important part in the care and rehabilitation of displaced persons during the coming winter.

### III. Displaced Persons Work in Other European Missions.

#### A. Italy

The Italian Mission has been confronted with an increasing load of displaced persons work during the quarter. Operation of the displaced persons camps in Southern Italy will shortly be enlarged by the assumption of responsibilities until now borne by the military authorities for similar camps in Northern Italy. The number of displaced persons for whom the Mission will be caring during the last quarter of 1945 may rise to 75,000, and at least fifteen additional camps will be taken over. The Mission's program for supplemental aid to United Nations nationals and stateless persons residing in Italy outside these camps has steadily gone forward, and last reports placed the number of those being assisted at more than 8,000. Thirteen offices had been opened by the Mission at cities scattered throughout the Italian peninsula and on Sicily and Sardinia in order to provide efficient service to these displaced persons.



Repatriation of Greeks from Italy to Greece and of Italians from Greece to Italy has been of concern to the Mission, and this problem is now nearing a solution which will remove it from the items requiring continued attention.

The steady and large-scale flow of Italians from Germany back to Italy has been largely managed by the military authorities in the two countries, but UNRRA personnel have aided in this process.

It is perhaps too early to predict the effect on the work load of the Mission of the recent action of the Council in regard to Italy, which has the result of extending to Italian displaced nationals the same right to UNRRA assistance as that enjoyed by United Nations nationals. We may anticipate that the coming quarter will considerably clarify this situation.

#### B. Greece

The Greece Mission's displaced persons staff was unusually active during the quarter, and it was found necessary substantially to increase the size of its staff to cope with the problems posed by the repatriation from the Middle East of many of the Greek islanders who have been cared for by the Administration since May, 1943 at camps in Egypt and Palestine, by the repatriation from Central Europe of many Greeks who were found there after the collapse of the German armies, and by the completion of the Greek-Italian agreement for the mutual repatriation of the nationals of each country displaced in the other. The staff has also been cooperating with Greek government authorities in the return to their homes of many thousands of

internally displaced Greeks, a problem involving careful planning and organizing of available transport and reception facilities. The displaced persons program in Greece may be expected to continue to be a productive and active one for some months to come.

#### C. Poland

The Displaced Persons Division sent one representative to Poland as a member of the Administration's Temporary Delegation, to ascertain from the appropriate authorities of the Polish Government whether UNRRA aid would be requested in the care and repatriation of Polish nationals found in Europe and elsewhere. It now appears probable that no assistance will be requested in this field by Poland, except possibly in the repatriation of Polish nationals in the Middle East.

#### D. Yugoslavia

The Division had no direct representation in the Yugoslav Mission during the quarter, and repatriation problems were handled by the Yugoslav Government.

### IV. Developments in the Middle East

Shortly after the end of the war in Europe, the orderly repatriation of Greek and Yugoslav nationals from the camps operated by the Administration in the Middle East was interrupted due to inability to obtain the necessary shipping. Moses Wells Camp was officially closed, but plans to close some or all of the other camps have been delayed accordingly. Efforts are being made to obtain sufficient shipping to complete the repatriation of the remaining refugees before the winter sets in, but it cannot yet be predicted how long



it may be before all camps can be closed.

A beginning has been made on the task of repatriating Greek displaced persons from Cyprus and Ethiopia, and plans are under way for the movement homeward of a substantial number of Greeks in East Africa. The Dodecanesian refugees have also begun to go home from Camp Muscirat.

About 1,300 political and racial Austrian refugees were returned by British authorities from Mauritius to Palestine, and about 800 of this group have been admitted temporarily to Camp Muscirat, where they will be cared for by the Administration, pending their ultimate repatriation or resettlement.

Renewed consideration has been given to the problems involved in the repatriation of large numbers of Polish nationals now located in various parts of the Middle East, India, and Africa. Although no formal request for the assistance of the Administration has been received from the Polish Government, it is anticipated that such a request may be forthcoming, when conditions in Poland are such as to permit these people to be received in Poland without undue hardship.

The Administration has been requested to assist in the repatriation of a small number of Czechoslovak nationals who have been residing in Iran during the war, and plans are under way for the solution of this problem during the coming quarter.

Displaced persons problems in the Middle East have been varied and complicated, and carefully laid plans have more than once been upset by factors beyond the control of the Administration's staff. All in all, however, steady progress has been made, and it would seem probable that repatriation activities in that part of the world will have come to an end by early 1946.

#### V. The Third Session of The Council

The agenda for the Third Session of the Council contained one item of importance affecting the field of displaced persons operations, the amendment proposed to Resolution 57 to clarify the authority of the Administration to care for displaced persons unwilling to be repatriated to their countries of origin or former residence, at least until they could be taken in charge by the Intergovernmental Committee on Refugees. It was felt that the provisions of Resolution 57, adopted at Montreal, were in conflict with those of Resolution 1, Part II (2), and that the Administration was therefore not clearly in a position to furnish or refuse such care.

After considerable debate Resolution 57 was amended in such a way that the Administration was authorized to care for such displaced persons in enemy or ex-enemy areas, except for collaborationists and war criminals, for a period of six months following the termination of the Council Session, without the approval of the governments concerned. At the end of that time the position will be reviewed by the Council, or, in consultation with the governments concerned, by the Central Committee or by a special sub-committee appointed by the Central Committee.

Further amendments to Resolution 57 placed upon the Administration the duty of making every effort, in full consultation and agreement with the competent military or political occupying authorities and with the governments concerned, to encourage the repatriation or return to their homes of these displaced persons, and laid down the principle that the basic supplies, equipment and transportation necessary for the care and transportation of displaced persons within Germany should not be a charge on the resources of the Administration. Discussions to implement this last amendment have subsequently been held with



the military authorities concerned.

#### VI. The Standing Technical Committee on Displaced Persons

The Standing Technical Committee on Displaced Persons held one meeting in Washington prior to the Third Session of the Council at London. The Director of the Division on Displaced Persons presented to the Committee a report on the activities of the division, with special emphasis on the developments in the European field. Discussion of the proposed amendment to Resolution 57 was the feature of the meeting.

#### VII. The Far East

The end of hostilities in the Far East has increased the need for an early determination of the responsibilities which the Administration may be asked to assume in connection with displaced persons in that part of the world. Because of the difficulty of obtaining precise information as to the nature and scope of the problems which might be encountered there, so long as the war continued, it was decided at the recent session of the Council that a small specialists' mission should be despatched to the Far East to survey the situation. Plans have now been completed for a mission of six persons, who will leave in a few days for a trip which will take them through all areas where displaced persons are known to exist in substantial numbers. It is anticipated that the findings of this mission will considerably clarify the ultimate need for personnel and services, as well as the possible financial burden which such operations may place upon the Administration's operating budget.

At the same time active recruitment has begun on a small scale to obtain the displaced persons staff which has been requested by the Administration's China Office. It is known that there are considerable numbers of both externally and internally displaced persons in China, and that in collaboration

with CNRRA the Administration will be required to furnish advisory personnel in connection with their care and repatriation. A staff of approximately fifty persons is planned for China, to serve not only at the headquarters level, but also in each of the seven regional offices planned by the China Office and CNRRA.

The Administration's plan for an independent displaced persons organization to provide repatriation services at several strategically located ports in the Far East was presented to the Committee of the Council For the Far East at the Council Session in London. However, no definite action is being taken on it until the specialists' mission has made its report.



23 June 1944

TO: Mr. Menshikov  
Mr. Hendrickson  
Mr. Cooley  
Miss McGeachy  
Dr. Crabtree  
Mr. Jackson

From: John J. Corson, Deputy Director General

Subject: Responsibilities of the Displaced Persons Division and  
the Relations of this Division with other Units in UNRRA.

On June 1, Fred K. Hoehler, Director, Displaced Persons Division, submitted a memorandum to the Director General, entitled "Duties of the Displaced Persons Division in European Areas." This memorandum contained certain proposals as to the responsibilities and functioning of the Displaced Persons Division when operating in the field, and its relation to other Bureaus and Divisions of UNRRA.

On June 6 and June 12, at meetings in the Director General's office, representatives of the various units of UNRRA discussed the matters dealt with in Mr. Hoehler's memorandum. At the conclusion of these discussions, the Director General requested me to summarize the decisions which had been reached. The following summary statement has been developed in response to that request and has been approved by the Director General.

#### Organizational Conclusions

(1) UNRRA will need in any country in which it operates, a representative who will be responsible for general diplomatic relations, questions, if any, relative to contributions, matters dealing with supplies to be obtained from the country, and any operating functions in which UNRRA is engaged. Even in these countries in which UNRRA may carry on only a single function, such as the care and repatriation of displaced persons, the individual in charge must accept responsibility as a general representative of UNRRA. In most countries this official will be designated as "Chief of Mission."

(2) The Chief of Mission in any country will be assisted in the discharge of his responsibility for all activities and representation of UNRRA by technically qualified assistants selected by the respective functional divisions and assigned with his concurrence or that of the Bureau of Areas. He will delegate to each functional assistant<sup>1/</sup> assigned

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<sup>1/</sup> By the terms "functional assistant" and "functional representative," used interchangeably, are meant the principal individuals selected by the Health, Welfare, or Camp Divisions, or the Bureau of Supply or Finance and Administration, and assigned to the mission.



23 June 1944

to the Mission all activities clearly falling within that function, unless exceptional circumstances obtain. Moreover, each functional representative will, as directed by the Chief of Mission, normally be expected to carry on directly relations with appropriate functional representatives of the military and of the Government of the country with respect to the particular function. The Chief of Mission, however, will continually be informed and participate, when he deems necessary, in all such relations.

- (a) The importance of developing immediately effective relations with the military makes essential the establishment of direct and close-working associations between representatives of each functional division and the appropriate staff member of the Civil Affairs Division of the Army.
- (3) The Chief of Mission will report on the operations carried on and such general observations and intelligence as will be essential to effective understanding by the entire UNRRA staff through the Bureau of Areas or through the "Division of Areas and Operations" of an appropriate regional office where it has been assigned supervisory responsibility. The Bureau of Areas will be responsible for facilitating the transmittal of such reports and intelligence to the appropriate bureaus and divisions of UNRRA. The Bureau of Areas in addition to thus serving as a channel of communications, will be responsible for expediting replies to requests from the field missions, and shall also have responsibility for assuring that appropriate steps are taken at Headquarters to meet the requests from the field as well as assuring that these steps recommended by any one functional division are in harmony with the over-all program for that area.
- (a) Thus, the Displaced Persons Division will be informed of all matters relative to its functions and will take action where these are involved, but it would not be either the coordinating authority or the division initiating action when, for example, a health question is passed by the mission.
- (4) In the management of the displaced persons activity within a country, the Chief of Mission will, unless exceptional circumstances obtain, assign full responsibility for arrangements as to physical care, as well as identification, registration and movement of displaced foreigners to the functional representative assigned by the Displaced Persons Division. 2/This official will discharge this responsibility under the supervision of the Chief of Mission. In discharging this responsibility, the Country Director for Displaced Persons, in accordance with general working plans approved by Chief of Mission, will need and must have the working plans approved by Chief of Mission, will need and must have the right to call upon other functional divisions and bureaus for specialized personnel equipped to provide medical care, welfare service, supplies, and to manage camps maintained for displaced persons.

2/ This official is entitled in Mr. Hochler's memorandum of June 1 as "Country Director for Displaced Persons."



23 June 1944

The personnel thus assigned, while administratively responsible to the Country Director for displaced persons, continues its responsibility to the functional division for maintaining adequate professional standards of medical care, public health work, welfare administration or camp management.

- (a) In the management of camps for displaced persons, the Camps Division of the Bureau of Areas shall perform a functional role similar to that of the Health and Welfare Divisions in their respective fields of activity. The Camp Division should be responsible for the development of plans for the organization and management of camps wherever they may be required in the accomplishment of UNRRA's objectives. This Division should develop standards and methods for camp administration, select personnel experienced in the management of camps, inspect camp operations and advise the responsible administrative officials in the field on camp management. This Division at Headquarters cannot be responsible for the day to day operation of camps. The day to day operation of camps for displaced persons will be carried on by a trained camp manager selected by the Camps Division and assigned on request to the Country Director for Displaced Persons to whom he will be responsible for actual operations.
- (5) If these principles were applied in a former enemy country where the single activity of the care and repatriation of displaced persons was being carried on by UNRRA, the following type of organization would obtain:
- (a) An official equivalent in stature to a Chief of Mission would be in charge. He would be responsible for reporting to UNRRA general intelligence relative to conditions and problems within the country and for effective performance of the displaced persons activity.
- (b) He would have as a major assistant a Country Director of Displaced Persons <sup>3/</sup> who would be immediately in charge of all activities incident to the care, movement and repatriation of displaced persons. This Country Director of Displaced Persons would, in turn, have the assistance of specialists assigned by the Health, Welfare, Camps and Finance Divisions in maintaining these displaced persons in camps. These specialists, while assigned to this project, would be administratively responsible to the Country Director for Displaced Persons.

3/ Where practicable, the Country Director of Displaced Persons might be designated to serve as "Chief of Mission." When so designated he assumes the general responsibilities to UNRRA of the Chief of Mission and reports accordingly, i.e., see page 2, (3)

23 June 1944

(c) When, in the handling of these displaced persons, assistance, supplies or decisions are required from Headquarters, the Chief of Mission would communicate such requests to Headquarters through the Bureau of Areas. Since qualified personnel representing such functional division are assigned to the Mission, it will be assumed that the request is made after consultation with the respective functional division representatives. Accordingly, the Bureau of Areas will transmit the request to that Division or Bureau where action must be taken and will endeavor to expedite the making of a decision by that Division or Bureau and its communication to the Chief of Mission.

(i) Since full authority for action will be decentralized to the Chief of Mission, the assumption will be made that his actions are taken after obtaining the advice of the functional personnel on his staff.



C O P Y

23 June 1944

To: Herbert H. Lehman, Director General

From: John J. Corson, Deputy Director General

Subject: Responsibilities of the Displaced Persons Division  
and the Relations of this Division with other Units  
in UNRRA.

The accompanying material has been reviewed in the course of its development by Messrs. Menshikov, Caustin, Jackson and Cooley.

I think the draft as now submitted to you is in agreement with the views of each of these gentlemen. If it reflects your own views, I would recommend that you permit me to distribute it to the individuals to whom it is addressed. You will note that I have stated it has been approved by you.

Attachment

23 June 1944

TO: Mr. Menshikov  
Mr. Hendrickson  
Mr. Cooley  
Miss McGeachy  
Dr. Crabtree  
Mr. Jackson

From: John J. Corson, Deputy Director General

Subject: Responsibilities of the Displaced Persons Division and  
the Relations of this Division with other Units in UNRRA.

On June 1, Fred K. Hoehler, Director, Displaced Persons Division, submitted a memorandum to the Director General, entitled "Duties of the Displaced Persons Division in European Areas." This memorandum contained certain proposals as to the responsibilities and functioning of the Displaced Persons Division when operating in the field, and its relation to other Bureaus and Divisions of UNRRA.

On June 6 and June 12, at meetings in the Director General's office, representatives of the various units of UNRRA discussed the matters dealt with in Mr. Hoehler's memorandum. At the conclusion of these discussions, the Director General requested me to summarize the decisions which had been reached. The following summary statement has been developed in response to that request and has been approved by the Director General.

#### Organizational Conclusions

- (1) UNRRA will need in any country in which it operates, a representative who will be responsible for general diplomatic relations, questions, if any, relative to contributions, matters dealing with supplies to be obtained from the country, and any operating functions in which UNRRA is engaged. Even in these countries in which UNRRA may carry on only a single function, such as the care and repatriation of displaced persons, the individual in charge must accept responsibility as a general representative of UNRRA. In most countries this official will be designated as "Chief of Mission."
- (2) The Chief of Mission in any country will be assisted in the discharge of his responsibility for all activities and representation of UNRRA by technically qualified assistants selected by the respective functional divisions and assigned with his con-



23 June 1944

currence or that of the Bureau of Areas. He will delegate to each functional assistant<sup>1/</sup> assigned to the Mission all activities clearly falling within that function, unless exceptional circumstances obtain. Moreover, each functional representative will, as directed by the Chief of Mission, normally be expected to carry on directly relations with appropriate functional representatives of the military and of the Government of the country with respect to the particular function. The Chief of Mission, however, will continually be informed and participate, when he deems necessary, in all such relations.

- (a) The importance of developing immediately effective relations with the military makes essential the establishment of direct and close-working associations between representatives of each functional division and the appropriate staff member of the Civil Affairs Division of the Army.
- (3) The Chief of Mission will report on the operations carried on and such general observations and intelligence as will be essential to effective understanding by the entire UNRRA staff through the Bureau of Areas or through the "Division of Areas and Operations" of an appropriate regional office where it has been assigned supervisory responsibility. The Bureau of Areas will be responsible for facilitating the transmittal of such reports and intelligence to the appropriate bureaus and divisions of UNRRA. The Bureau of Areas in addition to thus serving as a channel of communications, will be responsible for expediting replies to requests from the field missions, and shall also have responsibility for assuring that appropriate steps are taken at Headquarters to meet the requests from the field as well as assuring that these steps recommended by any one functional division are in harmony with the over-all program for that area.
  - (a) Thus, the Displaced Persons Division will be informed of all matters relative to its functions and will take action where these are involved, but it would not be either the coordinating authority or the division initiating action when, for example, a health question is passed by the mission.
- (4) In the management of the displaced persons activity within a country, the Chief of Mission will, unless exceptional circumstances obtain, assign full responsibility for arrangements as to physical care, as well as identification, registration and movement of displaced foreigners to the functional representative assigned by the

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<sup>1/</sup> By the terms "functional assistant" and "functional representative," used interchangeably, are meant the principal individuals selected by the Health, Welfare, or Camp Divisions, or the Bureau of Supply or Finance and Administration, and assigned to the mission.

23 June 1944

Displaced Persons Division. 2/ This official will discharge this responsibility under the supervision of the Chief of Mission. In discharging this responsibility, the Country Director for Displaced Persons, in accordance with general working plans approved by Chief of Mission, will need and must have the working plans approved by Chief of Mission, will need and must have the right to call upon other functional divisions and bureaus for specialized personnel equipped to provide medical care, welfare service, supplies, and to manage camps maintained for displaced persons. The personnel thus assigned, while administratively responsible to the Country Director for displaced persons, continues its responsibility to the functional division for maintaining adequate professional standards of medical care, public health work, welfare administration or camp management.

- (a) In the management of camps for displaced persons, the Camps Division of the Bureau of Areas shall perform a functional role similar to that of the Health and Welfare Divisions in their respective fields of activity. The Camp Division should be responsible for the development of plans for the organization and management of camps wherever they may be required in the accomplishment of UNRRA's objectives. This Division should develop standards and methods for camp administration, select personnel experienced in the management of camps, inspect camp operations and advise the responsible administrative officials in the field on camp management. This Division at Headquarters cannot be responsible for the day to day operation of camps. The day to day operation of camps for displaced persons will be carried on by a trained camp manager selected by the Camps Division and assigned on request to the Country Director for Displaced Persons to whom he will be responsible for actual operations.
- (5) If these principles were applied in a former enemy country where the single activity of the care and repatriation of displaced persons was being carried on by UNRRA, the following type of organization would obtain:
  - (a) An official equivalent in stature to a Chief of Mission would be in charge. He would be responsible for reporting to UNRRA general intelligence relative to conditions and problems within the country and for effective performance of the displaced persons activity.

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2/ This official is entitled in Mr. Hoehler's memorandum of June 1 as "Country Director for Displaced Persons."



23 June 1944

- (b) He would have as a major assistant a Country Director of Displaced Persons <sup>3/</sup> who would be immediately in charge of all activities incident to the care, movement and repatriation of displaced persons. This Country Director of Displaced Persons would, in turn, have the assistance of specialists assigned by the Health, Welfare, Camps and Finance Divisions in maintaining these displaced persons in camps. These specialists, while assigned to this project, would be administratively responsible to the Country Director for Displaced Persons.
- (c) When, in the handling of these displaced persons, assistance, supplies or decisions are required from Headquarters, the Chief of Mission would communicate such requests to Headquarters through the Bureau of Areas. Since qualified personnel representing such functional division are assigned to the Mission, it will be assumed that the request is made after consultation with the respective functional division representatives. Accordingly, the Bureau of Areas will transmit the request to that Division or Bureau where action must be taken and will endeavor to expedite the making of a decision by that Division or Bureau and its communication to the Chief of Mission.
  - (i) Since full authority for action will be decentralized to the Chief of Mission, the assumption will be made that his actions are taken after obtaining the advice of the functional personnel on his staff.

cc: Mr. Fryer  
Mr. Caustin

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<sup>3/</sup> Where practicable, the Country Director of Displaced Persons might be designated to serve as "Chief of Mission." When so designated he assumes the general responsibilities to UNRRA of the Chief of Mission and reports accordingly, i.e., see page 2, (3).

4  
D P  
div.  
20 June 1945

TO: MR. MENSHIKOV

FROM: FRED HOEHLER

I attach a re-draft of the Displaced Persons Division chart, based on our discussion and my memorandum on the Administrative Review Unit, which I sent forward to you. I wanted you to have this before we discuss Displaced Persons operations this afternoon, so that we can have it at hand if this matter comes into the discussion.

Attachment

CC: Dick Brown

FHH:ert



Displaced Persons Division  
8 June 1945

Office of the Director

5401	Director		Hoehler
5402	Dep. Dir.	14	Cooley
5413	Secretary	7	Turner
5410	Secretary	6	Kirby
5409	Admin. Asst.	7	McMakin

6

Budget and Requirements

5403	Sec. Chief	12	Daderkin
New	Req. Anlst.	11	Vacant
5411	Secretary	5	Hickings

*Admin. Asst. in Budget*

Planning & Records

5405	Sec. Chief	12	Stauffer
5412	Secretary	5	Fisher
New	Res. Unit Cf.	11	Vacant
5408	Res. Asst.	8	Grovenor
5415	Res. Asst.	7	Gottlieb
5416	Res. Clk.	5	Vacant

le

Personnel and Training

5404	Sec. Chief	12	Vacant
New	Tr. Liaison	12	Sommers*
New	Secretary	5	Vacant
New	Sr. Recruit. Off.	12	Pinchbeck* 1/
New	Recruiting Off.	11	Work* 1/
New	Recruiting Off.	11	Edy* 1/
New	Recruiting Off.	11	Hogers* 1/
New	Recruiting Off.	11	Stein* 1/
New	Secretary	5	Harvey 1/

*Willis*

2

Field Operations Review

5414	Unit Chief (Sr)	12	Vacant
New	Unit Chief	12	Vacant
New	Unit Chief	12	Vacant
New	Secretary	5	Vacant

4

Camps Operations Branch

5417	Acting Chief	13	Brown
5418	Asst. Chief	12	Flexner
5423	Secretary	6	Rifkin
5424	Secretary	5	Colbert
5419	Sr. Req. Anlst.	11	Stene
5420	Prof. Asst.	10	Saper
5421	Sr. Admin. Anlst.	10	Sparway IP
5422	Sr. Admin. Anlst.	10	Simpson
5425	Secretary	5	Vacant
5427	Analyst Typist	3	Greenblatt
5428	Analyst Typist	3	McCandless
5426	Jr. Analyst	6	Fetherstonehaugh

18  
18  
26

\* On budget lines for Displaced  
Persons Operations Germany.

1/ Temporary positions.



## PROGRAM FOR DISPLACED PERSONS OPERATIONS

1 July 1945 - 31 December 1945

Whatever may be the eventual extent of relief that UNRRA will be able to bring to the displaced persons of Europe, the major portion of that contribution, to be effective, must come during the six months under consideration. Today, with the war ended, the actual physical distress of millions of these victims of Nazi aggression is more acute than ever before.

In laying our program for the relief of these war victims, we can estimate with a high degree of accuracy the full enormity of the problem confronting the allied nations; the legal scope of UNRRA's responsibility for meeting this problem is not so clear. Even at this late hour, many political and policy decisions have yet to be made that will determine finally the part UNRRA will play in the care of displaced persons in Europe and in the Far East during the coming months. Certain responsibilities have already been assumed, but we cannot limit our planning to these. Every possibility for bringing maximum aid in the shortest possible time, so that in some measure suffering may be alleviated, must be explored. We dare not plan niggardly.

Even though in a legalistic sense UNRRA's present responsibilities for the care and repatriation of displaced persons may be limited, public opinion, ignorant and informed alike, holds this charge to be a peculiarly UNRRA responsibility. It is profoundly true that UNRRA cannot--morally--decline a legitimate request from any member nation for assistance in the care of displaced persons found within its borders or to be returned from ex-enemy territories, however unexpected or however lately such a request may be conceived. For this Administration is in itself a commitment and a guaranty to the millions of uprooted civilians of the United Nations, who have been forced from homelands, that they shall have an insurance against avoidable suffering, all possible succor, immediate and without discrimination.

Succor will be in the form of relief supplies, transportation, and personal services. Our estimates are based on known commitments, probable commitments, and possible commitments, in that order. We have recognized <sup>by the time being</sup> two basic limitations--UNRRA will not operate in Soviet controlled territories; it will not be responsible for the care or repatriation of Soviet nationals.

### Displaced Persons Operations: Ex-Enemy Territory

The biggest single displaced persons operation during the latter half of 1945 will be the care of approximately five and a half million



United Nations civilians (other than Russians) uncovered in the British, American, and French zones in Germany and Austria. Without attempting to determine time limits, which will depend on social conditions inside Germany and Austria, and on political factors outside the purview of this Administration, the program in these countries may be divided into two phases: (1) Military operations under SHAEF. (2) Operations under an Allied Control Commission.

Phase (1) will provide UNRRA's personnel, approximately 6500 persons, to administer 450 assembly centers in Germany and provide some staff supervision under the general direction of the military authorities. The military authorities will, during this period, have complete responsibility for supplies, transport, shelter and security. It is probable that a similar program involving personnel to the extent of 2200 persons will operate in Austria as of the first of August. Salaries paid in dollar equivalents would amount to approximately eleven and a half million dollars. On the assumption that the large majority of these teams will be outfitted during the six months under consideration, charges for vehicles, office equipment, etc. will amount to around \$7,000,000.

Phase (2). The Allied Control Council for Germany and Austria will be in charge, and will make complete provision for supply and transportation within these countries. UNRRA, during this phase, may assume responsibility for transportation outside of Germany, where it is necessary to move displaced persons through other allied or neutral countries. UNRRA may also be required to make provision for feeding en route, and particularly for such feeding as may occur outside of the area under control of the Allied Control Council. On the assumption that The Allied Control Council will retain the same standard for supplies as was established by SHAEF for displaced persons, UNRRA will undertake a supplementary supply program for displaced persons. SHAEF's standards are as much as 30% less than those deemed adequate by UNRRA for any other than an extremely short-term minimal program. Therefore, it is the intention of UNRRA to provide this difference in supplies for displaced persons during the <sup>SHAEF</sup> Control period in the form of supplementary food, clothing, and medical supplies. It is impossible to estimate with any degree of accuracy what the cost of this supplementary program will be. In estimating the cost for services in the terms of personnel, it could safely be assumed that one variable cancelled out the other; that is to say, it is assumed that the rate of repatriation of displaced



persons would coincide with the release of military personnel, so that UNRRA would progressively assume a larger share of responsibility for the total program. Obviously, the magnitude of the supplementary supply program cannot be readily determined as it is dependent on the date of UNRRA's assumption of a separate responsibility for displaced persons under the Allied Control Commission. But if we select a date somewhat arbitrarily, and assume that at that time there will be two million displaced persons in these countries, and that these persons will be repatriated or progressively transferred to another agency, so that the number of persons will be reduced monthly by 20 per cent of the original total, UNRRA's part as a supplementary supplier in terms of dollars will be approximately twelve and a half million.

Obviously, such a date is unrealistic, as we do not know at what time transfer of responsibility from SHAEF to ACC will take place. Consequently, neither the number of persons involved in a supplementary program, nor the portion of the program which will fall in the six-months period under consideration, can be determined. Similar difficulties arise, of course, in any attempt to evaluate transportation costs in connection with a repatriation program under the Allied Control Commission.

#### Displaced Persons Operations: Liberated Areas

The same considerations which prevent firm estimates on a monthly basis for the program in ex-enemy countries apply in considering programs for the liberated areas, but on a reduced scale, commensurate with the number of displaced persons involved. Again, basic supply standards for displaced persons will be fixed and maintained by the government involved. In liberated areas this standard will be the same for displaced persons as for the rest of the population. In paying countries UNRRA's supply role for displaced persons will be limited to special supplementary emergency supplies. In the non-paying countries, in addition to the regular mission supply program, a small supplementary program for displaced persons will cover their special needs. The total supplementary program for liberated areas during the entire period will not exceed 3,000 tons.

These estimates include canteen supplies for the camps in Italy, North Africa, and the Middle East. The camps in Italy should be considered under UNRRA's program for ex-enemy countries, since these camps fall outside the special \$50,000,000 program for Italy. However, for the purposes of this report, and following present practice in considering them administratively tied in with the Middle East camps, they are included in the estimate for liberated areas, along with the special limited Italian program.



Displaced Persons Operations: Far East

In the Far East, the Division's work will be limited to small exploratory missions to Sydney and Chungking.

The Administration's program for displaced persons in China is to be the subject for a small, exploratory mission in the immediate future. A dearth of statistical and indeed of all kinds of information on this problem makes policy formation and operational planning extremely difficult at a distance. It is known that internal displacement in China has affected at least twenty million people, and very probably more; whether all of those so affected will require to be returned to their previous homes is not yet determined. There are also in China at the present time several millions of Chinese and other nationals formerly resident in Southeastern Asia, and a certain number of European nationals stranded by the war. The extent of the Administration's assistance in the handling of all of these groups and the authorization which it may be necessary to request of the Council in order to establish UNRRA's responsibilities in this area can be fairly assessed only after direct consultation with the Chinese Government, and a first-hand observation of the situation by qualified officers of the Administration.

The Displaced Specialists in China will, in consultation with the Chinese Government, recommend the assistance to be furnished by UNRRA in the return of some forty-five million Chinese, who by reason of the war, have been displaced within China.

21 August 1944

C10  
Interdivisional

TO: John J. Corson  
FROM: Thomas M. Cooley, II  
SUBJECT: Statement on Functions of Displaced Persons  
Division

I refer to your memorandum of 8 August requesting that I prepare and forward a statement of the functions of this Division to be used as the basis for discussions and the preparation of an appropriate order.

In preparing this statement, I have taken the rather unusual step of starting with the field functions and working back from them to the headquarters activities. This reversal of the customary approach is based on my very strong feeling that the function of this Division is field operations; that we are in a position to define with fair accuracy what those operations are to be; and that anything back of those operations, whether in the regional office or at headquarters, must directly contribute to them or be eliminated. I therefore think it relevant to define all other aspects of the Division's work in terms of their functional utility to the operations which alone can justify its existence.

#### I - Field Operations

In the field this Division will operate subject to the over-all supervision of the Chief of Mission and will report through him to the Regional office, if any. This relationship and that with the other operating divisions and sections, such as Health, Welfare, Camps, Supplies, etc., have been rather extensively defined in your memorandum on the subject of 23 June, 1944, captioned "Responsibilities of the Displaced Persons Division and the relations of this Division with other units in UNRRA". Suffice it to say here that in the field, always remembering that it operates under the Chief of Mission, this Division will require a good deal of freedom of action both geographic and operational. Its activities will not infrequently cover two or more mission areas, and within each of them direct and responsible contact with the military and with government officials will be a day to day necessity. In carrying on this activity, moreover this Division will coordinate and direct those aspects of health, welfare, camps, supply and other functions which form a part of the displaced persons operation and will of necessity negotiate and deal with military and national officials on questions relating to these activities as an integral part of the displaced persons operation as a whole.



21 August 1944

The reason for this arrangement of the Division's field responsibility is not at all connected with any question of theoretical jurisdiction or of prestige, but stems from the fact that the displaced persons operation is a unitary one comprising these other activities and will be so dealt with by the military and the national authorities with whom UNRRA must deal if it is to perform this function.

## II - Regional Office

The above described field operations should be reflected in the composition and functions of the Regional Office; and in fact the functioning of that office as it is now constituted does, to a very large extent, so reflect them. In London the Displaced Persons Division and its Standing Technical Sub-committee have undertaken to, and do in fact, coordinate the planning and preparatory work with respect to all matters involved in or directly affecting the displaced persons operations. In doing so, they have prepared the groundwork and have defined and submitted specific problems to the Health Division and its Technical Sub-committee, to the Welfare Division and its Technical Sub-committee, and to the Supply Division. The over-all pattern of displaced persons operations is outlined by this Division and its committee and it has of necessity fitted the planning and activities of the other divisions insofar as they affect displaced persons into this over-all pattern and has taken the lead in suggesting matters for their consideration and in integrating the results of their work. At the same time this Division has dealt directly with its opposite number in SHAEF which is set up on similar lines with responsibility for the entire displaced persons operation. Similarly, also, both through contact with Members of its Standing Technical Sub-committee and by direct negotiation with the various governments, this Division has undertaken to define and develop the displaced persons job which UNRRA will undertake and to secure the necessary cooperation from the governments concerned. It is unnecessary to emphasize, of course, the extreme importance of these latter two activities in the present stage of operations nor to repeat what is said above concerning the significance of parallel functions in the field after field operations commence. They may indeed be said to comprise the heart of displaced persons operations. The recently approved multilateral agreement and the SHAEF liaison arrangement are illustrative of the effectiveness with which they are being directed by Mr. Hoehler.

At the risk of invading a controversial field, it should be pointed out here that the insertion into this operating mechanism of an added coordinating agency would be a work of supererogation which could not but hamper the efficiency with which this work is now being carried on. It is, of course, necessary that these activities be kept within the bounds of the general policies established and maintained by the organization,



21 August 1944

but this does not require the interposition of "coordination". It requires only that the Displaced Persons Division be cognizant of its position in the organization and carry on its operations under the Deputy Director General in much the same manner that the Division carries on under the Chief of Mission in the field. It should require no additional machinery to introduce the Displaced Persons Director to the Deputy Director General nor to instruct him in methods of dealing with the portions of the work of the other Divisions which he is coordinating.

### III - Central Office

The situation in the Central Office in turn should reflect that in the Regional Office to the extent that actual planning or operations originate or are supplemented in the Central Office. Coordination of the various aspects of the displaced persons operations which involve the cooperation of other Divisions can and should be carried on directly by the Displaced Persons Division staff. The only additional and important activity of the Washington staff is to act as consultant to the Director General on matters of policy and as advisor to him on the progress of plans and operations as they develop locally and in the field. Again, there is no apparent necessity for the insertion of a coordinating agency between this Division and those portions of the work of the other operating divisions which it is this Division's duty to coordinate, nor is there any necessity for inserting another agency between the Director General and this Division.

You are already aware of my very strong views as to the proper function of this Division in recruiting its personnel and that the other operating Divisions are in agreement with them. Since the matter has been determined, however, it is relevant only to add that events since the decision was made have not tended to change my opinion, but rather to strengthen it.

In general, I think it clear that the Health, Welfare and Displaced Persons Divisions and the Camps Section are capable of consulting with each other and coordinating their activities and, also, of drawing upon the expert knowledge of the area experts. The effort to "coordinate" them in doing so simply interposes an unnecessary factor in the process which can only interfere with their effectiveness. Indeed, I think your own experience of the past few months has demonstrated that the only revealed need for coordination has been for coordination of the coordinator with the various operating Divisions, not for coordination of the latter with each other.

TMCoolley/em

21 august 44



*Mr. Stauffer*  
*Rm 214 A*

24 January 1945

To: All Bureau and Division Chiefs  
From: Hugh R. Jackson  
Subject: Mail Registry at ERO

Mr. Lacy has brought to my attention the fact that the orderly operation of the Registry at ERO has been disturbed on occasion by the delivery of mail from Headquarters by air travelers directly to the addressee in ERO.

All incoming mail to ERO must, of course, pass through ERO's Registry for suitable classification and routing to all interested officials.

Would you be good enough to remind those members of your staff who may carry correspondence to London of the importance of turning that mail over first to the Registry for the necessary preparation.

17 January 1945

TO: Hugh E. Jackson  
Roy F. Hendrickson  
John Gerson  
P. W. Kue  
F. B. Sayre  
M. Sokolowski  
Morse Salisbury  
A. H. Feller  
W. H. Stauffer ✓  
Dr. W. A. Sawyer  
Conrad VanHynning  
Colonel J. P. Harris

FROM: Michail Menshikey *MS*

SUBJECT: Relations with the Area Divisions, Bureau of Areas

On a few occasions recently, avoidable misunderstandings and incidents have arisen, mainly because the proper liaison with the Area Divisions of the Bureau of Areas was not maintained. I would, therefore, greatly appreciate it if you would instruct the members of your staff to contact the Area Divisions of the Bureau of Areas on all matters, especially on those which deal with general planning and background of the respective areas and to clear them with the Area Divisions before any action is taken.

Likewise there seems to have been some misunderstanding and confusion about the functions, powers and responsibilities of a Chief or Deputy Chief of Mission in the event that they are temporarily attached to the Headquarters staff. In spite of the temporary presence of these Mission officers at Headquarters, the respective Area Division remains responsible for all planning activities at Headquarters. Consequently all matters concerning the area or country are to be cleared with the respective Area Division which works in close contact with the assigned mission personnel. This does not mean, however, that continuation of liaison and discussions with mission personnel should, in any way, be diminished; it does mean, however, that such liaison does not substitute for or supersede the necessary clearance with the appropriate Area division.



UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

28 October 1944

To: Mr. Thomas M. Cooley, II ✓  
Mr. Reesman Fryer

From: John J. Corson

Subject: Camps for Displaced Persons

The accompanying memorandum from Mr. Harry Herwitz is an initial attempt to develop further the statement contained in my memorandum of June 23 entitled "Responsibilities of the Displaced Persons Division and the Relations of this Division with other Units in UNRRA," as to the relationships between the Displaced Persons Division and the Camps Division. Mr. Herwitz and I offer it simply as a basis for discussion with the hope that it will permit us to think through more fully what the desirable relationship is and how it can be defined.

This memorandum simply attempts to set forth a view as to the relationships

- (a) of the Camp Manager to the Displaced Persons Officer in a mission, and
- (b) of the Camps Division at Headquarters to the Displaced Persons Division at Headquarters.

I hope it will serve as a basis for discussion and for that reason I would like to ask if you would meet with me at 10:00 AM, Wednesday 1 November in Room 1211? ✓

Attachment

10 November 1944

MEMORANDUM FOR: John J. Corson

FROM: Thomas M. Cooley, II

RE: Your memorandum of 4 November on Relationships between Displaced Persons Division and Camps Division.

I. GENERAL COMMENTS

I am wondering whether a memorandum from you supplementing the memorandum of 23 June is a sufficiently formal technique for explaining the final decision on this problem. Wouldn't it be better to get out an Administrative Order combining the earlier memo with this one, and distribute it to all the parties who usually receive such orders? If a more formal release were prepared, I suppose it would begin with the relationships at the top level and work downward rather than vice-versa.

There are no references in this memo to relationships with the Health Division although the arrangements with respect to health activities for displaced persons are the same as the arrangements between welfare and displaced persons.

II. SPECIFIC COMMENTS

Paragraph 3, line 3. Add "types of services" to "facilities" so that the sentence will read "Accepting the determination of the Displaced Persons Division as to the facilities and types of services needed . . . . ."

If a General Administrative Order is prepared, the last sentence in Paragraph 3 will be expanded, I presume, so that reference is made to the Health Division and so that the functions and responsibilities of other headquarters divisions as well as the Camps Division are spelled out.

Page 2, item 1(a). It seems to me unnecessarily formal to refer in the last sentence to "directives" formulated by the Displaced Persons Officer of the Mission and "approved by the Chief of the Mission". I would suggest, instead, that reference be made to "policies" formulated by the Displaced Persons Officer of the Mission "acting under the general supervision of the Chief of the Mission".



Page 2, item 1(b). The Displaced Persons Officer should not determine the "nationality and number of persons to be housed", but the "number and categories of persons to be housed". In the second sentence, it should not be necessary to repeat, "for the approval of the Chief of the Mission", and it would be preferable to substitute "policies" for "directives". In the last sentence, the word "arrangements" would probably be less awkward than the word "requirements".

Item 2. A reference to the Health Division should be included in the heading and the opening paragraph. The reference to nationality should be omitted from the paragraph (b) on the Welfare Division since we are talking in that paragraph only of nationals of the country in which the camps are located. The word "categories" should be substituted.

Item 3. While it is not in my bailiwick, I would think that the wording of Item 1 is too rigid and that it would be preferable to say "To estimate the supply requirements essential for the operation of camps in such form as is required by the Bureau of Supply".

Sub-Item 4. In order to permit the reporting of movements to and from camps in accordance with the needs of the Displaced Persons Division, sub-item 4 should read, "To formulate reporting requirements on the operations and activities within the camps in collaboration . . . ."

cc: Mr. Stauffer  
Mr. Fryer

TM Cooley/vgc  
11/10/44

8 January 1945

MEMORANDUM FOR: William H. Stauffer  
FROM: George McCandlish  
RE: Proposed Reorganization Scheme

The Proposed Reorganization Scheme provides:

"III (b)(1). The Deputy Director General for Operations will be responsible for the direction, supervision and coordination of the activities now performed by the Divisions of Displaced Persons, Health, and Welfare, and the Department of Areas, through the heads of these functional Divisions and such units as may replace the Department of Areas within the new department. Its primary purpose will be to make effective in the field as an integrate operation the services of each of the functional Divisions and of other units making up the E.R.O."

This would seem to indicate that the Department of Areas will be reorganized under the Deputy Director General for Operations. It could be that the existing units of the Department of Areas could, through the Deputy Director General for Operations, have a coordinating and directive function.

G. McCandlish/k



8 January 1945

MEMORANDUM FOR: William H. Stauffer  
FROM: George McCandlish  
RE: Proposed Reorganization Scheme

The Proposed Reorganization Scheme provides:

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G. McCandlish/k



C  
O  
P  
Y

25 August 1944

Cooley  
Omy  
B-12  
21

My dear Governor:

When the Cairo Mission was first set up, it was decided that at the outset it should be responsible to Washington but that the question of transfer to London should be open to consideration. When Salter was over here we discussed the question whether responsibility for the Cairo office should now be transferred to ERO, and I understood that he agreed that this ought to be arranged as soon as possible. Since he left, the question has been put up from various angles.

Pickard, who has come over here from Cairo on a short visit, tells me that Matthews is anxious that the transfer should be arranged. Fulton sets out the reasons for an immediate decision in this sense in paragraph 1 (b) of the attached report, which is worth reading. Hoehler tells me that the Displaced Persons sub-committee (on which the Greek Government is represented) have expressed the view that the plans for dealing with displaced persons in the Balkans ought to be cleared in London rather than in Washington and that he strongly supports their view.

At a meeting yesterday which I had with the Health Division, Dr. Sawyer expressed himself as disturbed by the present triangular arrangement. As an example of the difficulties which it created, he mentioned the fact that he had not been informed of the arrangements made at Washington regarding the relations between UNRRA and the Typhus Commission in the Balkan area. He urged strongly the desirability of the transfer of responsibility from Washington to London both in respect to planning and to operations in the health field. He added that such a change might be difficult to make once active operations began and he thought that it should take place, if possible, well before the operational period. Sawyer's intervention on this point is the more impressive as he did not know that the same question had been raised by other Services and he raised it in the course of a general discussion of the work of his Division.

In view of these opinions, I brought the matter before a meeting of the Administrative Council with Dr. Sawyer, Mr. Hoehler and Miss McGeachy and it was unanimously agreed that I should inform you of the views expressed, ask whether you had any strong reason for wishing to maintain the direct responsibility of Cairo to Washington and if not, to ask you to approve the delegation to the ERO of responsibility for the Cairo Mission.

I was also asked to enquire whether (without prejudice to the overall budgetary control exercised by Washington) the authority delegated to London could include power to make such additions to the Budget allocations as experience has shown to be necessary. Miss McGeachy particularly wished to stress the need of some additional Welfare staff. The details are shown in the second enclosure.

We should be grateful if you would let us know your decision as soon as possible. It will entail some addition to our staff dealing with the Balkans and it would probably be best if you could send over one or two people from Washington who have been dealing with Cairo in the past. I am sending a copy of this to Matthews.

Yours sincerely,  
Ed. F.W. Leith-Ross

PS: The matter was mentioned at the European Com today and there was general agreement that Cairo and Balkan planning should be directly linked with London office.



## CAIRO MISSION - A NOTE BY MR. J. S. FULTON

### 1. (a) General Position

The Mission is now rapidly expanding in numbers as the functional divisions are staffed up. The Welfare Division in particular (whose Budget is considerably larger than that of any other single division) is receiving reinforcements almost daily both for H.Q. and for the Country Missions. Immediately after they arrive, the officers of the Welfare Division are sent to the refugee camps, where for a short time they take part in the work among Greek and Yugo-Slav refugees. They thus become acquainted not only with the nationals of the Balkan countries but also with the voluntary society workers with whom they will be associated in the field. After this they return to Cairo and in contact with their opposite numbers in the Civil Affairs Branch of AML (the body in the Middle East which corresponds to SHAEF in the West) they become familiar with the duties they will perform in the military phase of the Balkan operations. The relations with the military appear to be very close and in this respect the position is most satisfactory.

### (b) Administrative responsibility

The Cairo Mission has up to the period of its recent expansion been a comparatively small and compact body of administrative personnel. Its chief domestic task now is to assimilate the corps of functional experts who have arrived or are on their way from the UK or the USA and to draw from them their most effective contribution as a team both in planning for and conducting the operations now imminent. If this is to be successfully done, there should be the closest possible collaboration between the functional divisions in Cairo and the corresponding divisions in London.

The work of the Expert Commissions on Welfare, Displaced Persons and Health now being done in London in consultation with the Allied Governments in elaborating general principles and directives for field operations is of the utmost importance to the functional divisions in Cairo. In the fields of Displaced Persons and Health in particular, where the problems are international in the strictest sense, the rest of Europe and the Balkans cannot be separated administratively without the risk of serious dislocation and confusion in the future. This is fully realised in Cairo, where there is a real fear that if the Balkan Mission continues to be administratively responsible to Washington, the relations between Cairo and London will remain loose and informal and collaboration between the functional divisions will suffer. In a hard pressed administration, contact with the source of administrative responsibility must be a first consideration and the arrangements for liaison and exchange of information with another geographical center must inevitably take a second place. Looking at the matter from the London end, I share this view.

I understand that Washington was given administrative responsibility for the Cairo office, as a provisional arrangement, when the office was first instituted, but that it was from the outset contemplated that this responsibility should be transferred to London if that were found to be advisable. In fact, experience shows that it is now, when the general principles and directives are being worked out, that the change would be most fruitful and it is hoped that this can be arranged.

### (c) Voluntary Society personnel for Balkan relief teams

(1) Supply. The total supply of voluntary society personnel from the UK and the USA is now or will very shortly be about 250-300. Of that total, only 10 Americans had arrived by the end of July, which is very much below the numbers promised. The British Societies, on the other hand, are practically up to date in their programme. I understand that the Director-General, on 31 March 1944, agreed to supply 1000 voluntary society personnel. Recently,



the military authorities have expressed their anxiety about the supply of teams, and a cable has gone to Washington asking for specific numbers and the dates on which further personnel may be looked for.

The supply of further British units is now in hand and should be completed expeditiously. The recruitment both here and in Washington would, however, doubtless be expedited if the agreements on conditions of service both in the military and non-military periods could be completed without further delay.

(ii) Quality. The quality of the teams already in the Balkans has given great satisfaction both to the military authorities who have collaborated with them in the camps for refugees and to the authorities of UNRRA. The number of misfits is very small, the general body is competent, and a quite substantial number are clearly going to prove of exceptional value in the field.

(iii) Posting. The arrangements for disposing of the services of the individual members of voluntary societies and of the teams which they compose are proving satisfactory. Lady Palmouth, who went to Cairo on behalf of CBSRA, was content with the existing procedure and no substantial modification seems necessary to protect the position of the parent societies. The Regional organisation of CBSRA, which has now been established should, however, lead to more rapid and harmonious negotiation between UNRRA and the Societies on questions affecting the duties and interests of the members of volunteer relief teams.

(iv) Individual relief workers v. the team. The military remain adamant in their demand for teams and nothing but teams. The position, therefore, of individual relief workers of senior status sent out by voluntary agencies in the USA remains somewhat obscure. I have little doubt, however, that when operations begin there will be a need not only for teams in the existing pattern but also for the individual worker of independent organising capacity. Experience alone will resolve this difference of view.

(v) The Cairo Council of Voluntary Societies. The Cairo Council of Voluntary Societies, which in the past has been rather a nondescript body composed of members representing the Societies but with an UNRRA Chairman and Secretary, has been reconstituted. Sir William Matthews will continue on a strictly temporary basis as Chairman but the Secretariat will be provided by the Societies themselves. Joint Secretaries - one from the Regional Council of CBSRA and one from the corresponding American body which it is hoped will be established - are to be appointed.

The Council will meet twice a year and its new General Purposes Committee, composed of equal numbers from the British, American and other Societies, will meet at least once a month. The Committee will, in the intervals between the Council's meetings, advise the Administration on matters affecting the interests of voluntary societies and in addition to discharging the functions of the Council's former Training and Personnel Committees, be responsible to UNRRA for the application of the conditions of service.

#### (d) The Refugee Camps

The Refugee Camps are most impressive. The general administration is in the hands of Army officers. For each camp there is a central administration which deals with general questions and overall supply, and for each unit of 5000 there is a sub-camp administration which includes a commandant, two other officers and 10 other ranks. In addition, there is a medical, nursing



and sanitation staff. The voluntary society personnel is at present supplying the staff for such welfare services as are not in the direct charge of the refugees themselves.

A great deal of knowledge and experience has been gathered in these NE camps, not only of camp administration for those who have suffered from the effects of enemy occupation but also of the problems of occupational and recreational activities and of the difficulties of supply which accompany them.

I would emphatically urge the importance, both for the Welfare and the Displaced Persons Division, of bringing to London one of the more experienced camp administrators from the Middle East (Campbell of the Casablanca camp is also worth considering very seriously) to assist with the planning of camps in Europe and with the training of those who will administer the camps for displaced and homeless persons.

In this connection consideration should be given at once to the possibility of securing for UNRRA the services of some of the Army officers who have been running the camps when they return to the UK in the autumn after completing 4-5 years' service in the Middle East. If the War Office were willing to release or second them to UNRRA, the experience of these officers would be invaluable to the Administration.

## 2. Field Missions and the Functional Divisions at H.Q.

The most general question which, unless it is settled beforehand, is likely to arise when Balkan operations begin, is the relations between the functional Divisions in the ERO and the corresponding Divisions in the Country Missions. The accidents of history have given to the Balkan Mission responsibilities for planning possibly more extended than those likely to fall upon Country Missions in Western Europe; moreover, the status of the Cairo Mission vis-a-vis the Balkan Country Missions introduces a factor which may lead to some obscurity. Nevertheless, the policy directives from Washington have made it clear that the Chief of Mission will enjoy the fullest administrative authority in the field.

If a real problem remains, it should not be one of great difficulty if the responsibility of functional divisions at H.Q. is limited to the issue of general principles to guide the divisions in the field, and of directives (which may descend into considerable detail) on the methods of operating.

Executive decisions of "when" and "where" would then be the province of Mission Chiefs; "how" would be the proper subject of instruction from time to time from Divisional H.Q.

The problem has been satisfactorily solved in Army organisation. Nothing there limits the final authority of the operating commander on the spot. But specialised services such as the R.Es, R.A.M.C., R.A.S.C., etc. have the specialist principles of their own Corps to guide them and these they employ in carrying out the executive orders of the operations commander. It is along similar lines that in my view a solution must be found.

14 August, 1944

Mr. Fulton's Report on Cairo

As a result of Mr. Fulton's report on activities in the camps in Cairo, the Welfare Division recommended that courses should be instituted in these camps to train women and girls in the principles of child care. A short course of training was worked out in Britain by the Ministry of Health and the Board of Education and used to set up the Child Care Reserve which has organized the evacuation and care of children. The curriculum of this course is now being examined by the Expert Commission on Child Welfare and we can find competent people to teach the course in Cairo.

The Technical Sub-Committee on Welfare for Europe considered Mr. Fulton's report on his Cairo visit at its meeting on the 21st August and endorsed recommendation that the child care courses of a standard comparable to the Nurse's Aid (V.A.D.) courses should be taught in the Cairo camps.

Will you therefore agree to an addition to an extension of the Balkan Budget Welfare Division to enable immediate recruitment.

C. MCGEACHY



B

Dec 2

Camp Planning + operations  
(Admin. Order)

See C-10

15 September 1944

Mr. Fred K. Hoehler  
European Regional Office  
UNRRA  
11A Portland Place  
London W1, England

Dear Fred:

I am trying to fill in for Tom during the Montreal meetings. As Tom left the office, he suggested that I transmit to you a statement which I had prepared some weeks ago dealing with suggestions on reporting from the field for Displaced Persons. This memorandum was prepared at the request of Mr. Herwitz, who was, I believe, at that time seeking to effect some coordination in the over-all reporting needs arising from field operations.

With due modesty I undertook to set forth my views with respect to that minimum of reporting which would be most simple and, at the same time, helpful to those charged with administrative direction. The views of yourself and others who are closer to field operations might condition in large measure the circumstances of my observations. This memorandum will, however, serve to acquaint you with my views and thus prepare you for suggested modification should they be incorporated into a broader statement for over-all reporting requirements.

I find my work at the office here most interesting, though it is easy for me to become discouraged being so remote from the place where I thought I would be when I talked with you in May and June. Each time one of the men left for London I was beset with a sense of regret that it was not I who was going. On all sides we hear fine reports of your achievement, and I suffer personally in a situation which does not permit me to have as close a contact with you as originally I anticipated I would have. Such are the fates, and I will have to resign myself to the conditioning circumstances.

With kindest personal regards to you, and will you please present my greetings to the fine group who are with you,

Sincerely yours,

William H. Stauffer  
Acting Deputy Director.

WHStauffer/mce

15 sept 44



13 September 1944

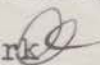
TO: Miss Clark

FROM: Thomas M. Cooley, II

I am in full agreement with the suggestion made  
in your memorandum of 11 September.

I think an appropriate alternative title for  
Grade 12 might be "Displaced Persons Administrator".

11 September 1944

TO: Thomas M. Cooley, II  
FROM: Carnzu Clark   
SUBJECT: Title of Grade 12 Displaced Persons Position

As you know, some 18 recommendations have been made by the Displaced Persons Division for the appointment of people to Grade 12 in the European Missions. There <sup>are</sup> 6 additional positions at this Grade to be filled by United States. 5 additional positions have been allocated to London. This makes a total of 29 positions. This Grade carries with it the title of Director of Country Operations. Since we plan to operate only in eight or ten European countries, other than the Balkans, it is obvious that there will be several Country Directors to each country.

It seems to me that title can be a source of confusion and misunderstanding. A person who is given the title of Country Director may well expect to have larger responsibilities than he will actually be given. In addition, some appointments have been made at Grade 12 because that represents a persons present earnings. However the person's experience may represent only some useful speciality but may not be broad enough to qualify the person to direct a well-rounded and comprehensive Displaced Persons program.

I will be interested in your reaction to this and if you agree, it might be well to suggest that at Grade 12 there be not only the title of Country Director but also some other title which will tend to differentiate the assignment. If the new title is added, it might be well to review the cases approved and in process and assign this new title as appropriate.



13

13 May 1944

TO: Miss Frances Purvis

FROM: C. M. Pierce

The voluntary agency personnel assigned to displaced persons work will be used in work connected with their specialities. We expect some will be Child Welfare experts, some will be Migration experts and some will be medical and nursing experts. They will be under the supervision and direction of UNRRA personnel, who will accept complete responsibility for their operations. Although their salaries will be paid by the voluntary agency their assignments, maintenance and general conduct will be the responsibility of UNRRA.

CM:Pierce:em  
13 may 44

London

Head of Displaced Persons Division

Section Head Displaced Persons

- (2) Alexander Makinsky  
Alfred Farlier )  
- Jones ) Not known to me

Special Assistants

- (2) Mrs. Helen Matonskova  
(3) Madame May Herbert-Anbuhl (Probably could not leave  
Switzerland)  
(3) Miss Sasia S. Erlich  
(1) Vera Fisherova Beck

Washington

Deputy Director Displaced Persons

- (2) Georges S. Rabinovitch

Section Head

- (1) Moritz Schlesinger  
(1) Joseph Berger

Special Assistants

- (2) Edward W. Jelenko  
(1) John Henry Wood, Jr.



Chief  
Division on Displaced Persons

Cairo

- (3) James Somerville
- (1) Tracy Philipps (also could be used as Head of any  
Balkan Mission)
- (1) Walter M. Kotsching (also could be considered for  
Washington or London post)

Chief -  
Division on Displaced Persons

Greece

- (1) Herbert P. Lansdale

Chief  
Division on Displaced Persons

Yugoslavia

- (1) S. Bertrand Jacobson

Chief  
Division on Displaced Persons

Albania

- (3) Walter West
- (2) Kenneth P. Vinsel
- (1) Benjamin Youngdahl

Deputy Chief  
Division on Displaced Persons

Cairo

Deputy Chief  
Division on Displaced Persons

Greece

- (1) James Harakas

Deputy Chief  
Division on Displaced Persons

Yugoslavia

- (2) Vlad F. Ratay

Deputy Chief  
Division on Displaced Persons

Albania

District Supervisor - Cairo

- (1) Maurice E. Holcomb (Camp man)  
(If we don't want him, should be referred to Welfare)

District Supervisor - Greece

- (2) Miss Winifred Hutchinson

District Supervisor - Yugoslavia

- (2) Abraham Herrmann Sakier  
(1) Waitstill H. Sharp  
(2) Miss Elizabeth Virginia Newell

District Supervisor - Albania

Camp People

- (1) Agavme Y. Yeghenian  
(2) Rita S. Branders  
(1) Harold James

Explanation of priority symbols:

- (1) Seems to have qualifications for particular job  
(2) Recommended with reservations  
(3) Recommended if no one better is available.



Copy

ONG, 1/16/44

Tentative for discussion

London, February 16, 1944

Dear Governor:

My recent letter on displaced persons, with which I enclosed a rough sketch, was dictated in rather a hurry so that it might catch the mail, and therefore I did not have time to emphasize some of the points which I wish you or someone else to have in mind in the development of a staff for displaced persons in the United States if anything is to be done before I return.

I propose that in the several branches of the Displaced Persons Division should be included the following activities:

Under the Chief of the Division should come policy Formulation and Planning. The Chief would assume direct responsibility for carrying out policies and for drawing up schemes in close collaboration with all the branches for the maintenance and repatriation of displaced persons.

Section (1) - Services and Registration would cover non-material relief and welfare activities, including:

(a) Contact and Registration

Responsibility for matters involved in first contact with displaced persons (which usually will be made by the military); planning a world-wide registration system as approved by the Administration; and providing for liaison with the several international agencies and with the military;

(b) Information

Setting up a system of personal information and advice, modelled on the British Citizens' Advice Bureaux; or, if this service is administered under the Welfare Division, arrange for it to deal with special information needs for displaced persons; the organizing and preparing of special announcements to be issued by the press, radio, etc. for the guidance of displaced persons;

(c) Health

Insuring that displaced persons are included in general health arrangements, and that health services are provided in the camps and hostels; insuring quarantine requirements in connection with repatriation;

(d) Personal Care and Rehabilitation

Insuring that special methods are adopted with particular groups, such as the aged, orphans, mentally affected, etc.; devising and executing a short-term process of physical and mental training along the lines of occupational therapy, in order to assure the rehabilitation of persons who can be



made fit for normal places in society when they return home; providing recreational services and establishing educational facilities for children pending repatriation;

(e) Employment

Establishing a system of employment through contact with all employing agencies and by setting up special projects of required work in order that those who are physically rehabilitated may be kept fit.

Section (2) - Repatriation would cover such services as:

(a) Identification

by the various governments of those whom they recognize as their nationals; the acceptance of the remainder by the Inter-governmental Committee on Refugees; the issuance of temporary identification papers pending such recognition or acceptance;

(b) Allocation of Priorities

in consultation with the governments concerned, to insure that so far as possible the flow of movement is regulated in accordance with the maintenance and the transport situations;

(c) Movement

Planning schemes for moving displaced persons, in collaboration with other sections, and with such international transport organization as may be developed, or with the military.

Section (3) - Operations and Maintenance should cover material relief and welfare, which will include:

(a) Establishment and Maintenance of Camps, Hostels and Billets

Construction or requisition of quarters for all persons assembled under the plan for services to displaced persons; seeing that they are properly equipped and maintained or arranging for necessary billets for housing persons under care;

(b) Establishment of Stores and Supplies

Preparation of requisitions and, where necessary, arrangement for transportation of camp stores and for storage of supplies;

(c) Feeding

Development and carrying out of plans for feeding the residents in camps or hostels, and, where necessary, distribution of food to groups or families for their feeding;

(d) Other Operations

Such other operating services as transport or truck fleet operation where necessary; and required utilities, either through liaison or under direct control.



It is my opinion that this organization arrangement is particularly suited for the Regional Offices. It should also serve as a pattern for actual field operations, but there might well be many reasons why the Washington staff set-up should be different. That staff might more generally be related to planning, Policy Formulation, Statistical and Reporting Services, without specific reference to operations.

As soon as the Health and Welfare Divisions are organized here, we shall jointly develop our detailed plans for health and medical care and for more specific welfare services to displaced persons.

We are proceeding along these lines with the organization here, unless you have some suggestions for modification.

Faithfully yours,

FRED K. HOEHLER

Governor Herbert H. Lehman

July 7, 1944

Stoffer *W. S. G. G. G.*  
Phil / 11/5 TP. 8 July

To: Mr. Cooley 930  
From: Hugh R. Jackson  
Regional Liaison

As you know, Mr. William Lacy has recently joined the staff of ORL as my general assistant. One of the assignments for which he will accept responsibility is that of assuring as complete reporting as possible of activities of the headquarters office to the regional office in London. We have made some progress in the course of the past two months in keeping London advised of important and interesting developments here; however, the performance of the several Bureaus and Divisions in this respect is spotty - some are good and others not so good.

I have asked Mr. Lacy to discuss this matter, both generally and in particular situations, with the various Bureau and Division heads. I hope that you will give him your complete cooperation in seeing that we maintain a steady flow of information to the regional offices.

HRJ:LD



29 August 1944

MEMORANDUM

TO: Dr. Crabtree  
FROM: Thomas M. Cooley, II

Thanks for the attached. I still think, as I believe Fred Daniels agrees, that we should draw up a joint statement on our respective and joint duties.

Attachment

*OR: Intro*

*re functions of Health,  
welfare + displaced  
persons*

OR: Dutra

24 July 1944

TO: Mr. Joseph P. Harris  
FROM: Thomas M. Cooley, II  
SUBJECT: Memo on Functions of Displaced Persons

In response to your memorandum of 15 July, attached please find one copy of the recent memorandum by Mr. Corson dealing with the functions of the Displaced Persons Division.

Attachment

TMCooley/em  
24 July 44



UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

15 July 1944

To: Mr. Cooley  
From: Mr. Harris *JH*  
Subject: Memo on Functions of Displaced Persons

Could you supply me with a copy of the recent memorandum on the functions of Displaced Persons. Mr. Corson has spoken to me about it, and I have never seen a copy. It would be useful to have one. Thank you.

A 10

1344 Connecticut Avenue, NW.  
Washington 6, D. C.  
March 13, 1944

Mr. Fred K. Hoehler  
C/O American Embassy  
London, England

My dear Mr. Hoehler:

I presume by now you know that I have been working in your Division since the 1st of February of this year. Recently some matters have required action on the part of someone at the head of this Division and time did not allow consultation with you in London so that I was compelled to take whatever action was necessary at the time and I am still in the process of working on, at least, one matter. Wherever it has been possible to do so I have made it clear that my action was tentative pending your return and subject to reconsideration and revision when you get a chance to survey the matter in question.

I assume that you have obtained from Hugh the story on the present composition of the Displaced Persons Division as well as its function as presently planned in relation to other Bureaus and Divisions in UNRRA. Perhaps my relation to this picture is not clear to you and in order to give you the background with which to evaluate my action in relation to the matters which I shall discuss below a few words on this subject appear to be necessary. Hugh hired me for UNRRA and assigned me to the Displaced Persons Division for orientation and to do whatever I could to assist Mr. Warren, who was then acting director. After you were appointed it became evident that Mr. Warren had another position and his relationship to UNRRA was restricted entirely to acting in a consultant capacity to Governor Lehman. I want to emphasize that no one discussed with me this change of relationship of Mr. Warren to the Division after your appointment and it only became evident to me when matters came up which required executive decision and action and I found Mr. Warren had no time nor inclination to make such decisions. Because I was the ranking staff member left in the Division it became necessary for me to take whatever action seemed to be indicated. Where it was possible to be entirely tentative I had no hesitation in taking such action without any specific authority but when the whole question of the Balkan Mission came up and which involved standards of personnel, numbers of personnel, organization of the work of the Division in that Mission to the extent that a budget would be set up and recruitment of personnel would start it became obvious to me that I could not proceed without your being aware of the situation and delegating me sufficient authority to act in matters which could not be postponed until your return.



Hugh has probably told you something of my background. In case he did not mention it perhaps you will recall that I was Director of Public Assistance in Buffalo and used to attend your conferences regularly. I recall chairing a couple of your meetings and publishing a couple of articles in your APWA publication. Subsequently I became Secretary of the New York State Department of Mental Hygiene which position I held until I came with UNRRA. Whether or not you will want me to continue in this division after you return is a matter which is left entirely open and I would suggest that you discuss my status with Harry Greenstein because he expressed interest in having me in his division. The point I wish to make is by delegating me authority to act in current pressing matters you will not be committing yourself to retain me in the division on Displaced Persons.

The important items for which I have been compelled to take some action are as follows:

1. Preparation of material for Congressional Appropriation Hearings.

This material was drawn from information in our files using Leith-Ross figures for displacement of population in Europe and other figures which we had for displacement in the Far East. We have more satisfactory figures than the Leith-Ross figures but could not use them because we could not reveal their source. Inasmuch as this summary was based on public records I had no hesitation in preparing and submitting it without specific authority to do so.

2. Preparation of budget for the Washington Office.

When this request was received I took it up with Mr. Warren, who did not seem inclined to take any action on it. I then discussed the matter with Phil Hammer and he insisted that some allocation of positions for the Washington Office was required in order to give the Budget Division an approximation of the total expenditures that might be required for the calendar year of 1944. Together with Mr. Hammer our best guess was employed as to the numbers and types of positions required, together with the salary which might be needed to attract the people concerned. For positions already existing no changes in salaries of the present personnel were set up except that at my recommendation the salary of Miss Longley was raised to make it equal that of Miss Grosvenor because both were doing the same type of job. Also Miss Fritch was entered as secretary to you at a salary which is paid for such positions. Miss Longley has not been paid at the new rate recommended and will not be until you return and whether or not Miss Fritch is being paid at the new rate I am not sure at the present time. For this budget we were allotted 12



positions and our job was to allocate those 12 positions for the Washington Office in a manner which would establish a central office organization to do the work which we could foresee at the time. I am enclosing a copy of the budget which was submitted.

3. Budget and personnel for the Balkan Mission.

Last Friday afternoon I was called into a meeting and it quickly became evident that I was there to represent the Division on Displaced Persons for the purpose of discussing personnel for the Balkan Mission. All Division and Bureau heads were requested specifically to prepare and submit not later than the first part of this week an allocation of positions required in the Cairo Office and in the Missions for Greece, Yugoslavia and Albania together with job descriptions for each position and recommended salaries. This action apparently was required in order to present a budget for budgetary approval and to proceed forthwith in the process of recruiting personnel for a training program which is scheduled to begin on April 3. It was obvious to me that this required immediate action and positive and final action and that all the possible background and details could not be submitted to you for preparation and final approval prior to the dead-line set. I mentioned my incongruous position to Dewey Anderson and he said that it was imperative that I go ahead myself and that they were planning on me to do so. The next morning I consulted Phil Hammer and we drafted a cable which was planned to be sent to you on that day. A corollary of the Balkan Mission is the training program which is going ahead simultaneously. Saturday I was in a meeting from 10 AM until 1:30 PM discussing the content of such a training program and recommending specific items for training for personnel working in the Division on Displaced Persons in the Cairo Office and the Balkan Missions.

I am enclosing herewith copies of the job descriptions which I have drawn up on the basis of information at my disposal both as to nature of the jobs which our personnel will be called upon to do and the relationship of this division to other divisions and bureaus in UNRRA. The numbers of personnel required were more or less determined previously by Mr. Warren and presented to Mr. Xanthaky. I don't believe that the numbers of personnel are as significant at the present time as the classifications and salaries of the positions concerned because the classifications and salaries would effect similar positions in other divisions. For example, I have insisted that the Chief of Division on Displaced Persons in the Cairo Office as well as the Chief of that position in the Field Missions should agree in salary with the chiefs of the other technical divisions in comparable positions.



The Personnel Division is referring persons to me for consideration as to possible employment in field jobs connected with the Balkan Mission. Those who appear to have desirable qualifications I will proceed to interview or have interviewed by the Personnel Division if they cannot come to Washington. It would be important for me to know if you have hired anyone in London for the Balkan Mission or planned to do so and the present specific positions for which they have been hired or are to be hired. You perhaps know the reservation by the military to the effect that they must be United States or United Kingdom citizens. Any such citizen who was born in the Balkans would probably be excluded; consequently, it might be safe to restrict hiring to such United States or United Kingdom citizens as were born in those countries.

Please let me know if you have any instructions at all for work to be done here until your arrival. If you can possibly cable me a tentative date of your arrival I will appreciate it in order that I can schedule my work accordingly. If you plan to arrive before the beginning date of the training program I will hold up any definite appointments until you get here.

Very truly yours,

Clarence M. Pierce

Enclosures  
Budget  
Job descriptions

CMPIerce:em  
13 march 44

P.S. I was just informed that the cable did not go out Saturday because Sir Arthur Salter thought it should be approved first by Mr. VanGelder. It went out yesterday (13th). Also, Phil Hammer suggested that I note that this letter should be shown to Mr. Osborne if you have already left for U.S. as Miss Fritch thinks you will.

CMP

Budget Request for Personal Services

Calendar Year 1944

Displaced Persons

Division

Organizational Unit

To: Herbert H. Lehman, Director General

It is requested that the following positions be authorized for the Calendar Year 1944:

Line Number	Title of Position	UNRRA Grade	Salary	Present Encumbent if position is filled	Present Salary
1	Director		\$11,500	Fred K. Hoehler	\$11,500
2	Ass't Director		9,000		
3	Section Chief	13	7,000		
4	Section Chief	13	7,000		
5	Section Chief	12	6,300	Clarence M. Pierce	6,300
6	Research Assistant	7	3,200	Elizabeth F.B. Longley	2,500
7	Research Assistant	7	3,200	Gordon Grosvenor	3,200
8	Secretary to Director	7	3,200	Jessie Fritch	2,500
9	Secretary to Ass't Director	5	2,500	Edythe McMakin	2,500
10	Secretary to Section Chief	5	2,400		
11	Secretary to Section Chief	5	2,400		
12	Secretary to Section Chief	5	2,400		

NOTE: Because of the absence of Mr. Hoehler, the above allocation of positions and salaries is submitted without his consideration or approval. Therefore, it should be considered as tentative and subject to review and modification by Mr. Hoehler.

/s/ Clarence M. Pierce  
Signature

March 1, 1944  
Date

Principal Divisional Assistant  
Title



TO: All Bureau and Division Heads

7 April 1944

FROM: H. P. van Gelder

SUBJECT: Survey of Administrative Organization and Personnel  
Assignments

1. It is requested that all bureaus and divisions conduct a survey of the organization of their staffs, including the assignment of duties and responsibilities to employees, and provide this office by April 24 with the following information:

(a) A descriptive statement, preferably in the form of a chart, showing the functions of the bureau or division, and of each branch, section or sub-unit within the organization, the names of each employee or vacant position within each unit, and a one line summary of the duties of each employee (the title of the position will in many instances be sufficient).

(b) A description of the duties and responsibilities assigned to each employee or position.

2. This information will be of great value to several of the divisions in the Bureau of Finance and Administration, and is particularly desired by the Personnel Division. It will enable the Personnel Division to render more effective service to the operating bureaus and divisions, and to assist in the more effective utilization of personnel, including the consideration of employees for foreign assignments. This information is essential to an orderly and consistent personnel policy.

3. The survey will represent a preliminary step in the establishment of an orderly classification of positions within the headquarters staff. It will not be possible or desirable at this time (because of the rapidly changing situation) to make definite or final classifications of positions. Frequent changes in assignments will continue to be necessary for some time to come, and it is consequently not considered wise to attempt more than a tentative allocation of positions at this time. It should be noted that the titles and salaries listed in the budget are not final, but are subject to the classification of positions.

4. It is believed that this information will also be of value to the bureaus and divisions in their internal management, and will enable officers in charge to clarify and make more definite the assignment of duties and responsibilities to employees, the lines of authority and supervision, and bring to light any uncertainties, conflicts, or duplications. It is hoped that the bureaus and divisions will conduct the survey with a view to perfecting their own internal organization rather



than merely that of providing the desired information. If it is too early to state specifically what the functions of any unit or employee are, or will be, the return may so indicate.

5. While it is desired to leave to the bureaus and divisions latitude as to the methods which they will follow in conducting the survey of their administrative organization and personnel assignments, nevertheless, a certain amount of uniformity will be necessary in order to make the data comparable and of the maximum use. Therefore, it is requested that the following procedure be uniformly utilized:

(a) Each supervisor should prepare a brief statement of the functions performed by the unit or sub-unit under him, together with the names and a one-line description of the duties of each employee in the unit. (The title will do if sufficiently descriptive.)

(b) These data should be assembled on a chart of sufficient size to take care of the entire bureau or division, and arranged in a form suitable for photostating. The chart should be labeled tentative and confidential, and its circulation should be limited.

(c) The statement of functions of each unit should be reviewed by the bureau or division head and his subordinates, in order to make sure that it is accurate and complete.

(d) Each supervisor in charge of a group of employees will prepare and submit in duplicate a statement of the duties and responsibilities of all employees under him and of vacant positions which are to be filled within the next three months. The statement concerning vacant positions will necessarily be briefer and more general in form. Where there are several identical positions, only one statement in detail will be necessary. In the case of vacant positions, the statement will be regarded as tentative, subject to subsequent revision, and may be omitted entirely if the division is not yet ready to describe it. For convenience in recording this information a brief job description form has been prepared, indicating the type of information needed. In order to prepare this statement, the supervisor will hold a conference with his subordinates, and after suitable instructions, require them to submit to him their individual statements of their duties and responsibilities. It is suggested that this conference also include a discussion of the functions of the unit as a guide to the employee in relating his particular activities and responsibilities to the unit. The employee's description should be written in the detail that would be needed adequately to describe the job to a person not acquainted with the details of the work or the organizational relationships involved. It should be written in the employee's own words, and in direct, simple style, and not in the language of a class specification. When these descriptions are turned in, the supervisor will hold



a second conference with his staff to review their descriptions, to answer questions, and will, if necessary, permit the employees to revise their statements in order to make them accurate and descriptive. The use of these conferences is a vital step in making the survey.

(e) Job descriptions should be submitted for persons on loan or detail from other units, except for purely temporary assignments which are not planned to be filled.

(f) Following a review of the statements of the individual employees, the supervisor will either attach his comments and additions thereto, or alternatively will prepare his own statement of the duties and responsibilities of the employee, both present and future, and forward copies to his supervising officer by not later than April 20, 1944. (The supervisor's comments or alternate descriptions should also be prepared in duplicate). The supervisor will certify as to the accuracy of the description of present duties and responsibilities.

(g) The statements of duties and responsibilities submitted by each unit should be reviewed by the bureau or division head in order to make sure that the statements are accurate and complete.

6. The personnel Division has secured the loan of several persons from other agencies who are expert in organizational and personnel analysis. These persons will be available for consultation and assistance.

7. Following the survey, it is expected that action will be taken on pending requests for reclassification of employees. As a basis for such action, an investigation will be made of each case, and attention will be given to the employment history and qualifications of the individual employee as well as the nature of his assigned duties and qualifications. In fairness to all employees, including those who may later be considered for reclassification, every effort should be made to see to it that all position descriptions are fair, accurate, and as specific as possible.



*M. Hochler*  
509

4 April 1944

TO: All Bureau and Division Heads  
FROM: H. P. van Gelder  
SUBJECT: Survey of Administrative Organization and Personnel Assignments.

1. It is requested that all bureaus and divisions conduct a survey of the organization of their staffs, including the assignment of duties and responsibilities to employees, and provide this office by April 20 with the following information:

(a) A functional chart of the bureau or division, indicating the functions of each branch or sub-unit within the organization, the names of each employee within each unit, and a one line summary of the duties of each employee (the title of the position will in many instances be sufficient).

(b) A description of the duties and responsibilities assigned to each employee.

2. This information will be of great value to several of the divisions in the Bureau of Finance and Administration, and is particularly desired by the Personnel Division. It will enable the Personnel Division to render more effective service to the operating bureaus and divisions, and to assist in the more effective utilization of personnel, including the consideration of employees for foreign assignments. This information is essential to an orderly and consistent personnel policy.

3. The survey will represent a preliminary step in the establishment of an orderly classification of positions within the headquarters staff. It will not be possible or desirable at this time (because of the rapidly changing situation) to make definite or final classification of positions. Frequent changes in assignments will continue to be necessary for some time to come, and it is consequently not considered wise to attempt more than a tentative allocation of positions at this time. It should be noted that the titles and salaries listed in the budget are not final, but are subject to the classification of positions.

4. It is believed that this information will also be of value to the bureaus and divisions in their internal management, and will enable officers in charge to clarify and make more definite the assignment of duties and responsibilities to employees, the lines of authority and supervision, and bring to light any uncertainties, conflicts, or duplications. It is hoped that the bureaus and divisions will conduct the survey with a view to perfecting their own internal organization rather than merely that of providing the



## All Bureau and Division Heads - 2.

desired information. If it is too early to state what the functions of any unit or employee are, or will be, the return may so indicate.

5. While it is desired to leave to the bureaus and divisions wide latitude as to the methods which they will follow in conducting the survey of their administrative organization and personnel assignments, nevertheless, a certain amount of uniformity will be necessary in order to make the data comparable and of the maximum use. Therefore, the following procedures are suggested:

(a) Each supervisor should be asked to prepare a brief statement of the functions performed by the unit or sub-unit under him, together with the names and a one-line description of the duties of each employee in the unit. (The title will do if sufficiently descriptive.)

(b) This data should be assembled on a chart of sufficient size to take care of the entire bureau or division, and arranged in a form suitable for photostating. The chart should be labeled tentative and confidential, and its circulation should be limited.

(c) The statement of functions of each unit should be reviewed by the bureau or division head and his subordinates, in order to make sure that it is accurate and complete.

(d) Each supervisor in charge of a group of employees will prepare and submit in duplicate a statement of the duties and responsibilities of all the employees under him. For convenience in recording this information a brief job description form has been prepared, indicating the type of information needed. In order to prepare this statement, the supervisor will hold a conference with his subordinates, and after suitable instructions, require them to submit to him their individual statements of their duties and responsibilities. It is suggested that this conference also include a discussion of the functions of the unit as a guide to the employee in relating his particular activities and responsibilities to the unit. The employee's description should be written in the detail that would be needed to adequately describe the job to a person not acquainted with the details of the work or the organizational relationships involved. When these descriptions are turned in, the supervisor will hold a second conference with his staff to review their descriptions, to answer questions, and will, if necessary, permit the employees to revise their statements in order to make them accurate and descriptive.

(e) Following a review of the statement of the individual employees, the supervisor will either attach his comments and additions thereto, or alternatively will prepare his own statement of the duties and responsibilities of the employee, and forward copies to his supervising officer by not later than April 15, 1944. (The supervisor's comments or alternate descriptions should also be prepared in duplicate). The supervisor will certify as to the accuracy of the description of present duties and responsibilities, and may add a statement concerning anticipated future assignments.

All Bureau and Division Heads - 3.

(c) The statements of duties and responsibilities submitted by each unit should be reviewed by the Bureau or division head in order to make sure that the statements are accurate and complete.

6. The Personnel Division has secured the loan of several persons from other agencies who are expert in organizational and personnel analysis. These persons will be available for consultation and assistance.

7. Following the survey, it is expected that action will be taken on pending requests for reclassification of employees. As a basis for such action, an investigation will be made of each case, and attention will be given to the employment history and qualifications of the individual employee as well as the nature of his assigned duties and qualifications. In fairness to all employees, including those who may later be considered for reclassification, every effort should be made to see to it that all position descriptions are fair, accurate, and as specific as possible.

Harris/fm



Employee's Name  
Last Name

# JOB DESCRIPTION

INSTRUCTIONS: To employees - Type this form in duplicate. Fill in items 1 through 6. (Use additional sheets if necessary.) Give a specific and concrete picture of your present work so that anyone unacquainted with it may picture it accurately. Use your own words. Submit both copies of your completed questionnaire to your immediate supervisor.

1. Name \_\_\_\_\_  
(first) (middle) (last)
2. Title of position \_\_\_\_\_
3. Organizational unit \_\_\_\_\_  
(Job) (Bureau) (Division) (Section) (Unit) (Off.)
4. Who is your immediate supervisor? \_\_\_\_\_  
(Name and title)
5. If you supervise or review the work of others, list their names:
6. List and describe each task you perform, giving first the regular and more important tasks, and second the less important and incidental ones. In the column at the right, give your best estimate of the percentage of time devoted to each task:

Percentage  
of time

(Over)

6. Continued.

: Percentage  
: of time

INSTRUCTIONS: To employees - Turn this form in duplicate. Fill in items 1 through 5. (Use additional sheets if necessary.) Give a specific and complete picture of your present work as that employee participated with it any picture is necessary. Use your own words. Submit both copies of your completed questionnaire to your immediate

(附註)

Steve Farnham C

7. (Employee's signature) (initials) (name) (date)

percentage of time devoted to each task. In the column on the right, give your best estimate of the more important tasks, and record the time important and incidental. List and describe each task you perform, giving first the regular and

Percentage of the



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

April 3, 1944

TO: MR. FRED K. HOEHLER

FROM: C. M. Pierce *cmf*

SUBJECT: Suggestions on organization of Washington Office  
of the Division on Displaced Persons

The rough notes which I gave you on organization were designed to serve as a basis of discussion. I think it is advisable to give you some of my thinking back of the suggestions.

Washington is world headquarters of UNRRA. As such, it may be expected that broad policies will be developed here as well as questions of inter-divisional and bureau relationships. Also, Washington will be the center of all operation problems not delegated to the regional offices.

The London regional office is the place where policies are translated into operation procedures. Inasmuch as it is the seat of most governments-in-exile, and of the military for the European theatre, it is the place where operation procedures can be cleared for acceptance by groups concerned.

Your plan of organization of the London office is well suited to the functions of that office. However, because of the different functions of the Washington office, it does not seem desirable or necessary to follow the same pattern here.

It seemed to me that the Washington office would have two principal jobs to do:

1. Act as intelligence headquarters for the world on problems of Displaced Persons. Obviously, such information is essential for accurate planning. Also, the division is used constantly as a resource by the administration of UNRRA, other divisions and bureaus, and the Council. This intelligence is derived from a miscellaneous group of sources, national governments, underground, military, monitoring reports, observers overseas, etc. These reports have to be tested for accuracy, correlated and compared, to make them as accurate as possible. This is not a simple or easy job. It is one which requires excellent judgment based on long experience with refugee work.



Based upon the intelligence available, there is the major task of planning in the broad sense as opposed to the detailed planning in the regional offices. Washington planning should not go beyond the stage of outlining basic policies, definition of relationship to other bureaus and divisions, and development of manuals of suggested general procedure which would allow considerable flexibility in the field.

2. It seems to me that, inevitably, Washington will have considerable operations to do. There will be the recruitment of American staff, passing on recruitment abroad, and maintenance of personnel records for all staff. Budgets for missions probably will be prepared here. Coordination of these budgets with other divisions and bureaus will be required. Assignment and transfer of personnel must be done from Washington for those activities not covered by regional offices, or between regions. Included in this job would be the running of the Washington office, maintenance of files, procurement of supplies, and general housekeeping. Also, this job would involve liaison with training section and with field operations in getting people ready for the field.

It seems to me that these two jobs are of sufficient importance to warrant status of sections. In addition there would be required a Director of the Division and a Deputy Director. Inasmuch as you are planning to be in the field most of the time, the Deputy Director would be in charge in the Washington office. He could take on as many or as few of the functions assigned to the Sections as he chose, but there probably will be enough general responsibilities left over to occupy his time.

I thought it appropriate to assign a research assistant to the Planning section, and an administrative assistant to the Operations section. The secretaries and stenographers required fill out the organization. Thus, the organization would be composed of:

- Director, Division on Displaced Persons
  - Secretary
- Deputy Director, Division on Displaced Persons
  - Secretary
- Chief, Section on Planning
  - Research Assistant
  - Secretary
  - Stenographer
- Chief, Section on Operations
  - Administrative Assistant
  - Secretary
  - Stenographer



Recapitulation:

- 1 - Director on Displaced Persons
- 1 - Deputy Director on Displaced Persons
- 1 - Chief, Section On Planning
- 1 - Chief, Section On Operations
- 1 - Research Assistant
- 1 - Administrative Assistant
- 4 - Secretaries
- 2 - Stenographers

CMPIerce: em  
3 apr 44

Staff meeting - - April 6, 1944

### Planning Section

Need for individual with knowledge for planning of studies and of investigatory work. Coordination of information. Would direct a bureau on intelligence, accumulate information on population movements. Need for file of information on plans for liberated areas. Plans and information on enemy areas. Planning Section would bring in as many consultants as possible to give advice on intelligence, plans for enemy operation, movements within enemy and liberated territory, etc. Would also get information for repatriation and services sections.

### Repatriation Section

Chief would have to inform himself on all repatriation plans and discuss with the chiefs of the divisions policies on repatriation, formulate policies on repatriation, what will be our responsibility on enemy nationals and how far can we limit that responsibility. Are there any limitations which we as an administration should put on our work with nationals. He would work with the IRC on identification and on their index of all displaced people and prisoners of war and civilian prisoners. Work with Intergovernmental Committee to formulate definite relations and policies on how far we should operate and where the IGC picks up. The job would be a series of conferences with other individuals in order to establish policies.

OFFICE OF

DEPARTMENT OF CIVIL



### Services and Camps

First job would be to establish a list of the various categories of services required, and with the Division of Welfare and the Division of Health determine what will be needed. In the over-all picture we may need some recreation directors even if we have nothing to do with the camps to plan rest periods and recreation en route to the camps and also from the camps to the place of resettlement. Must develop special services for attending the trains. At time of departure, must determine if any special medical attention will be required during the journey. Can use welfare people or the voluntary agencies.

If we take over the camp management, he would have a small staff for camp standards and to develop list of personnel.

### Personnel

Director and Deputy Director

Chiefs of Sections on Planning, Repatriation, and Services and Camp Operations.

Under planning, there would be two or three research assistants who would serve not only the Planning Chief, but also the other two Chiefs.

### London Office

The staff in the London office will be concerned more in detail on operating problems. Three divisions: 1. Registration and Services; 2. Repatriation; 3. Camp Operations and General Maintenance.

The Deputy Chief would be the over-all planning man. The operating policies will come from Washington.

We will use consultants assigned by national governments to work under the Displaced Persons Division in the field. We might call them loaned personnel or field consultants. In the field they will be responsible for working with their own nationals on registration and identification.

#### Committee Meeting

We will prepare a brief memorandum on the kinds of questions and problems relative to displaced persons. These should be formulated with some possible solution to the problem for presentation to the Director General so that he can have them for discussion at the next meeting of the Council. For instance, - consideration of the extent of responsibility which the administration should assume prior to the return to their home areas for the care of persons who have been displaced from enemy occupied areas and have been living in areas outside of enemy occupation; consideration of extent of assistance to be provided by the administration in the return to their homes of ex-enemy nationals.

We will also prepare a statement of about 3 or 4 pages on the organization and policy of the Division.



Draft

4-8-44

Attached is an organization chart of the Division on Displaced Persons, headquarters office in Washington. This Division, in order to assure adequate and efficient operations in the field, will conduct its headquarters planning and policy direction with a rather small staff. The actual operational planning and direction will, according to our present plans, rest in the regional offices both in London and the Far East. During operations in the Balkans and later in Europe, the Director of Displaced Persons will spend the great majority of his time in the London office in order to facilitate operations and speed up the interpretation of policies which may be required in the field.

The Washington office will be under the direction of the Director of Displaced Persons whose responsibility it will be to deal with the Director General, the Senior Deputy Director General, and the chiefs of the several bureaus and divisions within UNRRA on matters of coordination and relationships. He would pass on policies and plans created by his staff and present those to the Director General and appropriate authorities within UNRRA for approval. He would have the major responsibility for relationship to other government and inter-governmental agencies concerned with problems of refugees, displaced persons, and other groups which would come within the term of reference of this Division. He would be responsible for direction of the regional offices and would, so far as possible, assist those offices in carrying out policies and operational plans.

The Deputy Director would act in the absence of the Director and assist the Director at all times in coordinating the services of the three sections created within the Division. He would be assigned to special committees and sit with intergovernmental agencies representing the Director and assist in the formulation of policies and programs which are to be presented to the Director General.

The Washington office would be set up with three sections:

1. planning and studies - under a Chief of Section.

This Chief of Section would have responsibility for directing the accumulation and the coordination of intelligence on population figures, movement figures, and other information which will be required in the organization on formulation of policies.

2. Section on Repatriation - with a Chief of Section in charge.

3. Section on Services and Camp Operations - with a Chief of Section in charge.

#### Research Assistants and Study Staff

This staff will be principally responsible to the Chief of the planning Section but will be available to all three Section Chiefs for special work which they require. Coordination of this work will be one of the responsibilities of the Chief of Planning Section, but at all times Section Chiefs will, through the Deputy



Director, arrange for research and study services from our limited staff.

part Time Consultant Staff

It is proposed that this Division will employ a number of part time consultants, men who can help the Division in securing proper information and intelligence on matters which concern our operations and policy formulation, and also to bring in people with special knowledge of specific problems as they arise.

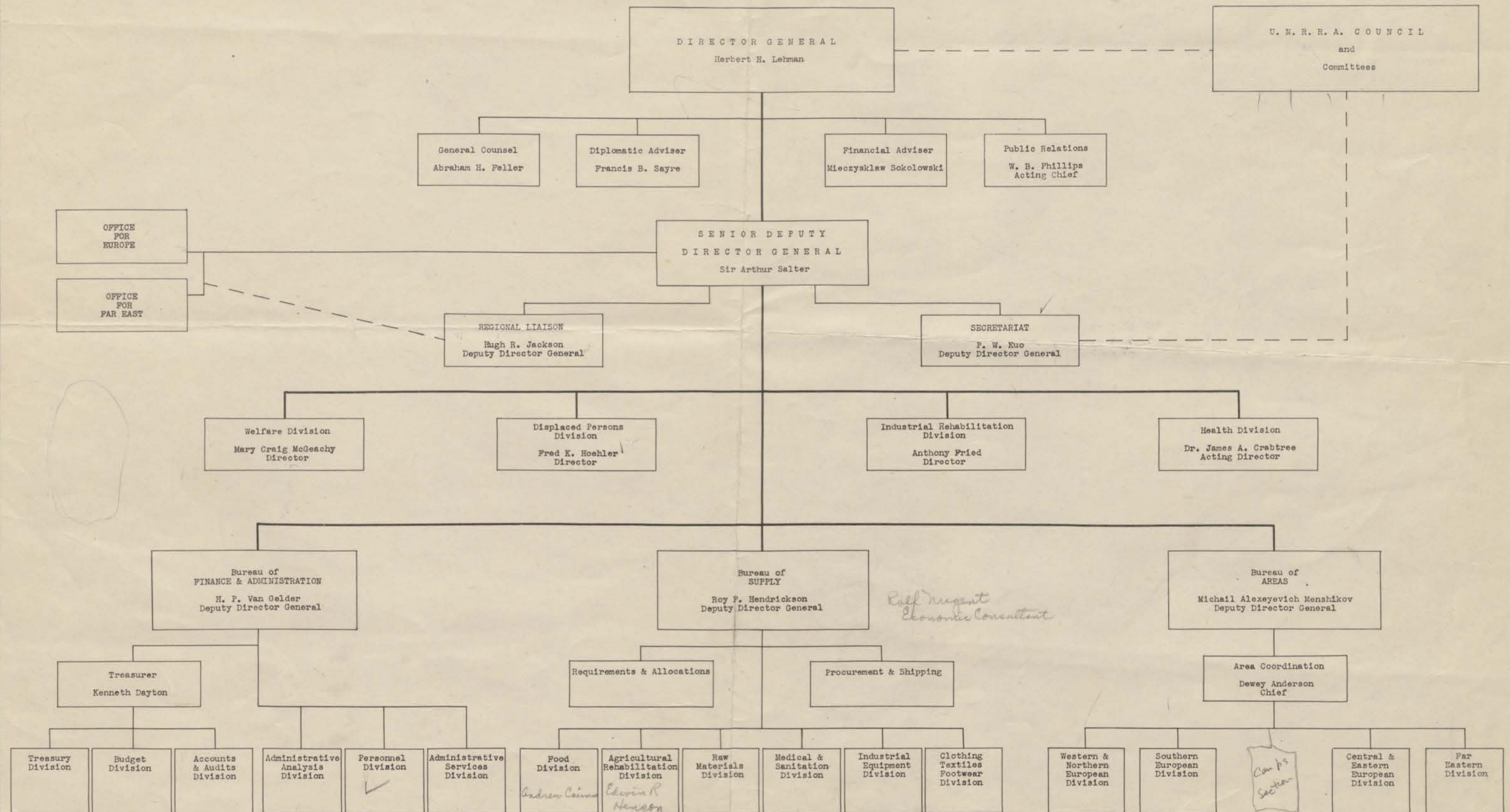
Classifications and Salaries

For the staff of the Division, we are requesting salaries as follows:

	<u>UNRRA Grade</u>	<u>Salary</u>
Director		\$10,000
Deputy Director	14	8,000
Section Chiefs (3)	12	6,500
Research Assistants (2)	8	3,600
Administrative Assistant	7	3,200
Secretary to Deputy Director	6	2,800
Secretaries to Chiefs (3)	5	2,400
Consultants - part time		1,800

*Confidential*

# UNRRA HEADQUARTERS ORGANIZATION





# UNRRA HEADQUARTERS ORGANIZATION

*Jessie Fitch*

*Sir Frederick Leith-Ross  
D D L  
Lithgow Osborne - D D L*

*Nikolai Ivanovich Ignor, D D L  
Ch of Bur of Supplies*

*L.D.N.*

*H. E. Constant  
Admin. Assistant to  
Dir. Gen.*

DIRECTOR GENERAL  
Herbert H. Lehman

U. N. R. R. A. COUNCIL  
and  
Committees

General Counsel  
Abraham H. Feller

Diplomatic Adviser  
Francis B. Sayre

Financial Adviser  
Mieczyslaw Sokolowski

Public Relations  
W. B. Phillips  
*Acting Chief*  
*Morse Salisbury*

OFFICE  
FOR  
EUROPE

OFFICE  
FOR  
FAR EAST

SENIOR DEPUTY  
DIRECTOR GENERAL  
Sir Arthur Salter

REGIONAL LIAISON  
Hugh R. Jackson  
Deputy Director General

SECRETARIAT  
P. W. Kuo  
Deputy Director General

Welfare Division  
Mary Craig McGeachy  
Director

Displaced Persons  
Division  
Fred K. Hoehler  
Director

Industrial Rehabilitation  
Division  
Anthony Fried  
Director

Health Division  
Dr. James A. Crabtree  
Acting Director

Bureau of  
FINANCE & ADMINISTRATION  
*John CORSON*  
*H. P. van Gelder*  
Deputy Director General

Bureau of  
SUPPLY  
Roy F. Hendrickson  
Deputy Director General

Bureau of  
AREAS  
Michail Alexeyevich Menshikov  
Deputy Director General

Treasurer  
Kenneth Dayton

*David Weinstein  
and  
Rep. Div.*  
*Rope Conditioning  
J.M. Keating*  
Requirements & Allocations  
*Directing Agency  
Relationships  
Elmington*  
*Stock & Reps  
R.F. Thompson*  
Procurement & Shipping

Area Coordination  
*Danay Anderson*  
Chief

Treasury Division  
*Amos D. Dayton  
Act. Chief*  
Budget Division  
Accounts & Audits Division  
Administrative Analysis Division  
Personnel Division  
*Just. Harris  
Dir.*  
Administrative Services Division  
*John Weigel  
Director*

Food Division  
*Robt. Cairns*  
Agricultural Rehabilitation Division  
*Elmington*  
Raw Materials Division  
Medical & Sanitation Division  
Industrial Equipment Division  
Clothing Textiles Footwear Division

Western & Northern European Division  
*Wm. Wells*  
Southern European Division  
*Geo. Xanthaky*  
Central & Eastern European Division  
*Harry Franklin*  
Far Eastern Division  
*Miss Toni Sender*  
*CHEN*

*Harry Cassidy  
Training Branch*



London

Health Division:

Dr. Andrew Topping, Chief

Dr. N. M. Goodman, Deputy Chief

Administration:

Dudley Ward

Principal Asst. Deputy Dir. Gen.

Supplies:

R. Herbert

Principal Asst. Dep. Dir. Gen.

Information Division:

Leonard Ingrams, Chief

H. R. Cummings, Deputy Chief

Finance:

A. Morhange, Director

Personnel:

D. S. Bailey, Director

Displaced Persons:

Eyre Carter, Chief of Section

A. Delierneux, " "

W. S. Langrod, " "



DIRECTOR

1. Development of staff organization, selection and supervision of personnel.
2. Formulation and administration of policy for division; interpretation of UNRRA policy as affecting division.
3. Formulation of procedures.
4. Coordination with other units of UNRRA and with work of other agencies.
5. Preparation of reports and data and of recommendations based thereon; advises Director General on Displaced Persons.
6. Negotiation with representatives of Govts. on plans and work of division.

DIRECTOR

FRED K. HOEHLER

ADMINISTRATIVE ASSISTANT

JESSIE Fritch

DEPUTY DIRECTOR

1. Serves in capacity of Director in his absence.
2. Supervises and coordinates ~~XXXXXXXXXX~~ work of three Section Chiefs.
3. Supervises management details of Washington Office.
4. Recommends policies and procedures to Director.
5. Represents division on UNRRA and outside committees as assigned.

DEPUTY DIRECTOR

(vacant)

SECRETARY

Edythe McVakin

SENIOR RESEARCH ASSISTANT

1. Performance of research in connection with plans for work of division and preparation of ~~XXXXXX~~ reports based thereon.
2. Maintenance of reference files.
3. Assist in preparation of agenda and ~~XXXX~~ source material for meetings of Standing Technical Committees and other Committees.
4. Preparation of memoranda and reports for Section Chiefs, Director or Deputy Director and for Director General.

GORDON GROSVENOR

ELIZABETH LONGLEY

SECTION ON PLANNING

1. Accumulation, organization and analysis of data re. displaced persons.
2. Formulation of over-all plans for work re. above and review of such data and plans for compliance with expert information and judgment.
3. Recommendation of plans, procedures, etc. based on foregoing.
4. Preparation of routine reports, charts, maps.

CHIEF - (vacant)

SECRETARY - (vacant)

SECTION ON REPATRIATION

1. Formulation of over-all repatriation policies, procedures and instructions for identification, registration, issuance of certificates, referral to Govts., schedules of returns and transportation of displaced persons.
2. Works with other international organizations re. foregoing.

CHIEF - (vacant)

SECRETARY (vacant)

SECTION ON SERVICES AND OPERATIONS.

1. Formulation, in conjunction with other divisions. of over-all standards of health, welfare, ~~XXXXXXXXXX~~ temporary housing, etc. as affecting displaced persons.
2. Preparation of manuals of standards and procedures and report forms for use of field personnel.
- 3.

CHIEF - CLARENCE M. PIERCE

SECRETARY - (vacant)

Mr. Hoover

Could you have this  
corrected, please



~~Miss~~ <sup>Miss</sup> Loflin - Treas.

Hewitt - Admin. Anal.

Cure - 931

1500  
1620  
68/150



Organization of the Washington Office of the Division on Displaced Persons and classification of the positions concerned.

The Division on Displaced Persons headquarters office in Washington, in order to assure adequate and efficient operations in the field, will conduct its headquarters planning and policy direction with a rather small staff. The actual operational planning and direction will, according to the present plans, rest in the regional offices both in London and the Far East. During operations in the Balkans and later in Europe, the Director of Displaced Persons will spend the great majority of his time in the London office in order to facilitate operations and speed up the interpretation of policies which may be required in the field.

The Washington office will be under the direction of the Director on Displaced Persons whose responsibility it will be to deal with the Director General, the Senior Deputy Director General, and the chiefs of the several bureaus and divisions within UNRRA on matters of coordination and relationships. He will pass on policies and plans created by his staff and present those to the Director General and appropriate authorities within UNRRA for approval. He will have the major responsibility for relationship to other government and inter-governmental agencies concerned with problems of refugees, displaced persons, and other groups which will come within the term of reference of the Division. He will be responsible for direction of the regional offices and will, as far as possible, assist those offices in carrying out policies and operational plans.

The Deputy Director will act in the absence of the Director and assist the Director at all times in coordinating the services of the three sections created within the Division. He will be assigned to special committees and sit with intergovernmental agencies representing the Director and assist in the formulation of policies and programs which are to be presented to the Director General.

The Washington office will be set up with three sections:

1. Planning and Studies - under a Chief of Section.

This Chief of Section will have responsibility for directing the accumulation and the coordination of intelligence on population figures, movement figures, and other information which will be required in the organization on formulation of policies.



2. Section on Repatriation - under a Chief of Section.

The Chief of Section will have the responsibility for recommending general policies covering the repatriation of displaced persons which will include steps necessary for proper identification of nationals, their registration and the issuance of temporary identification certificates. Also this Section Chief will be responsible for determining the procedure for referring the names of such nationals to representatives of their countries, scheduling priorities for their return, and developing standard methods for transportation of large groups of people. This Section Chief will work very close with other agencies, such as International Red Cross, Intergovernmental Committee, League of Nations, etc.

3. Section on Services and Camp Operations - under a Chief of Section.

The Chief of Section will be responsible for conferring with the heads of other Divisions, such as Health and Welfare, and working out with them the standards of care required for displaced persons whether in camps or otherwise cared for. He will be responsible for developing such standard types of care into check lists which might be utilized by field personnel in testing the adequacy of care being given to displaced persons. If the operation of camps is placed in the Division on Displaced Persons, this Section Chief will be responsible with perhaps some additional staff for the operation of all refugee camps under the jurisdiction of UNRRA.

Research Assistants and Study Staff

This staff will be principally responsible to the Chief of the Planning Section but will be available to all three Section Chiefs for special work which they require. Coordination of this work will be one of the responsibilities of the Chief of Planning Section, but at all times Section Chiefs will, through the Deputy Director, arrange for research and study services from our limited staff.

Part Time Consultant Staff

It is proposed that this Division will employ a number of part time consultants, men who can help the Division in securing proper information and intelligence on matters which concern our operations and policy formulation, and also to bring in people with special knowledge of specific problems as they arise.



Classifications and Salaries

For the staff of the Division, we are requesting salaries as follows:

	<u>UNRRA GRADE</u>	<u>SALARY</u>
Director		\$10,000
Deputy Director	14	8,000
Section Chiefs (3)	12	6,500
Research Assistants (2)	8	3,600
Administrative Assistant	7	3,200
Secretary to Deputy Director	6	2,800
Secretaries to Chiefs (3)	5	2,400
Consultants - part time		1,800

Copy

Tentative for discussion

London. February 16, 1944

Dear Governor:

My recent letter on displaced persons, with which I enclosed a rough sketch, was dictated in rather a hurry so that it might catch the mail, and therefore I did not have time to emphasize some of the points which I wish you or someone else to have in mind in the development of a staff for displaced persons in the United States if anything is to be done before I return.

I propose that in the several branches of the Displaced Persons Division should be included the following activities:

Under the Chief of the Division should come Policy Formulation and Planning. The Chief would assume direct responsibility for carrying out policies and for drawing up schemes in close collaboration with all the branches for the maintenance and repatriation of displaced persons.

Section (1) - Services and Registration would cover non-material relief and welfare activities, including:

(a) Contact and Registration

D.P. Responsibility for matters involved in first contact with displaced persons (which usually will be made by the military); planning a world-wide registration system as approved by the Administration; and providing for liaison with the several international agencies and with the military;

(b) Information

W. Setting up a system of personal information and advice, modelled on the British Citizens' Advice Bureaux; or, if this service is administered under the Welfare Division, arrange for it to deal with special information needs for displaced persons; the organizing and preparing of special announcements to be issued by the press, radio, etc. for the guidance of displaced persons;

(c) Health

H. Insuring that displaced persons are included in general health arrangements, and that health services are provided in the camps and hostels; insuring quarantine requirements in connection with repatriation;

(d) Personal Care and Rehabilitation

W. Insuring that special methods are adopted with particular groups, such as the aged, orphans, mentally affected, etc.; devising and executing a short-term process of physical and mental training along the lines of occupational therapy, in order to assure the rehabilitation of persons who can be



made fit for normal places in society when they return home; providing recreational services and establishing educational facilities for children pending repatriation;

(e) Employment

*D.P.* Establishing a system of employment through contact with all employing agencies and by setting up special projects of required work in order that those who are physically rehabilitated may be kept fit.

Section (2) - Repatriation would cover such services as:

(a) Identification

*D.P.* by the various governments of those whom they recognize as their nationals; the acceptance of the remainder by the Inter-governmental Committee on Refugees; the issuance of temporary identification papers pending such recognition or acceptance;

(b) Allocation of Priorities

in consultation with the governments concerned, to insure that so far as possible the flow of movement is regulated in accordance with the maintenance and the transport situations;

(c) Movement

Planning schemes for moving displaced persons, in collaboration with other sections, and with such international transport organization as may be developed, or with the military.

Section (3) - Operations and Maintenance should cover material relief and welfare, which will include:

(a) Establishment and Maintenance of Camps, Hostels and Billets

Construction or requisition of quarters for all persons assembled under the plan for services to displaced persons; seeing that they are properly equipped and maintained or arranging for necessary billets for housing persons under care;

(b) Establishment of Stores and Supplies

Preparation of requisitions and, where necessary, arrangement for transportation of camp stores and for storage of supplies;

(c) Feeding

Development and carrying out of plans for feeding the residents in camps or hostels, and, where necessary, distribution of food to groups or families for their feeding;

(d) Other Operations

Such other operating services as transport or truck fleet operation where necessary; and required utilities, either through liaison or under direct control.

It is my opinion that this organization arrangement is particularly suited for the Regional Offices. It should also serve as a pattern for actual field operations, but there might well be many reasons why the Washington staff set-up should be different. That staff might more generally be related to planning, Policy Formulation, Statistical and Reporting Services, without specific reference to operations.

As soon as the Health and Welfare Divisions are organized here, we shall jointly develop our detailed plans for health and medical care and for more specific welfare services to displaced persons.

We are proceeding along these lines with the organization here, unless you have some suggestions for modification.

Faithfully yours,

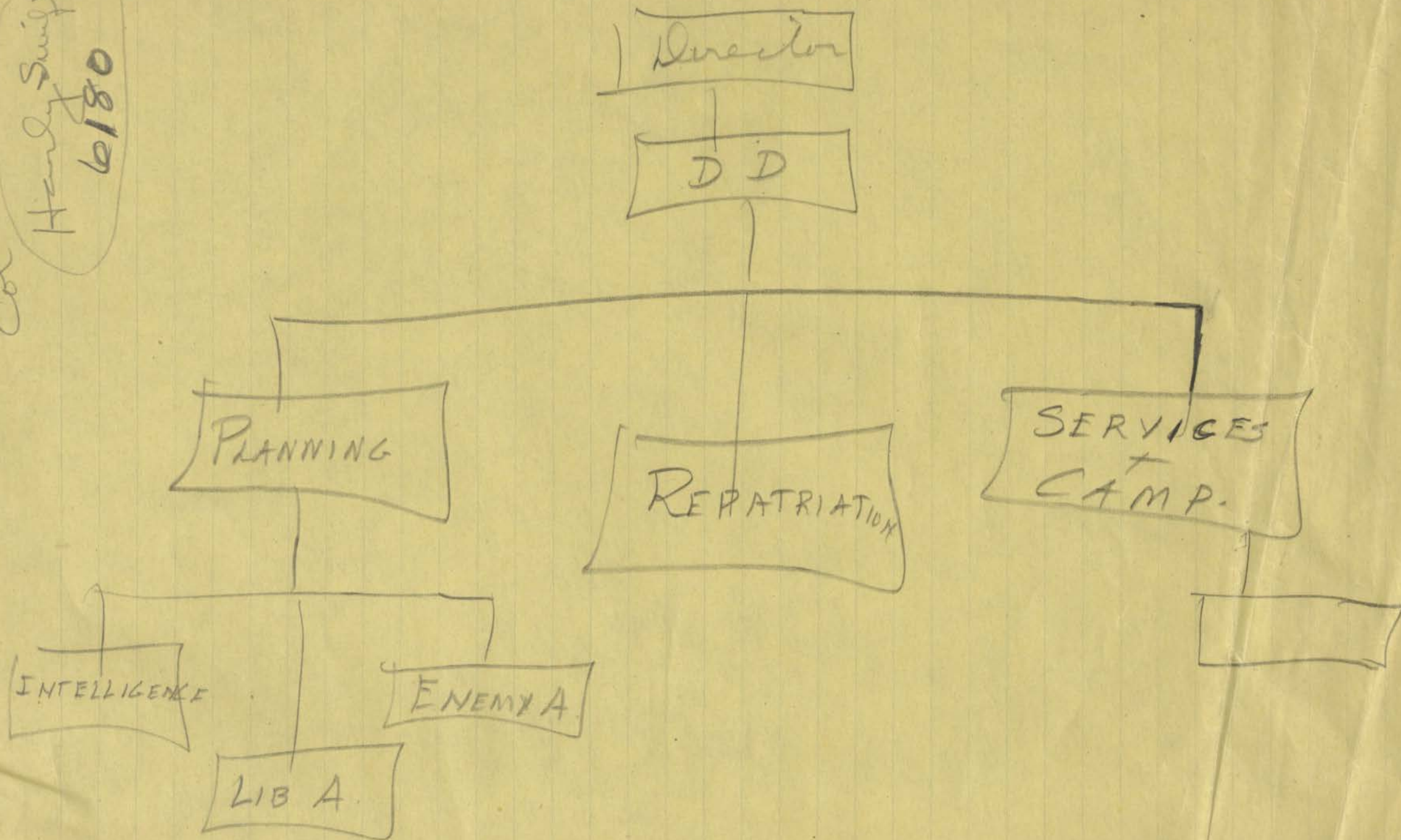
FRED K. HOEHLER

Governor Herbert H. Lehman



Col

Hardy Swift  
6180



file

30 December 1944

TO: Robert D. McRae

FROM: W. H. Stauffer

I am transmitting to you herewith the material which you so urgently have requested. This consists of two parts; the first is a list of operating responsibilities of Displaced Persons Division at Headquarters Office; the second is a table portraying the several desks in the Division at Headquarters Office laid against the listing of the functions and responsibilities.

I am aware of the fact that the statement showing the various activities of the Division may deviate somewhat from the concept which you had in mind when first the matter was discussed with me. It seems to me, however, virtually impossible to make a breakdown of any time application by desks without relating such a distribution to a specific and generally comprehensive statement of the types of duties which represent the work of the several desks. Perhaps, <sup>and</sup> I hope, you will be able to reconcile these slight differences in point of view with the objective which you have in mind.

The table speaks for itself. The vertical listing refers to the numbered items as expressed in the written document, while the horizontal alignment distributes the time consumed on these several activities by the respective desks. In any event, I hope that this will prove to be of some help to you.

DP:WHStauffer:af



FUNCTIONS AND RESPONSIBILITIES OF DIVISION OF DISPLACED  
PERSONS AT HEADQUARTERS OFFICE

1. The assembling and presenting of information required by the Committee of the Council on Displaced Persons.
2. The formulation, development and presentation of policies for the consideration and approval of the Director General and the Committee on Displaced Persons.
3. The planning, developing and presenting to the Director General, or to such officer, or officers, as he may designate, of detailed procedures for the guidance and direction of regional and field office personnel of the Administration; and, after approval, directing the publication and distribution of such procedures.
4. The making of provision for the receipt and analysis, from the standpoint of their policy and procedural significance, of regular and special narrative and statistical reports from the regional offices.
5. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with those of other international, governmental, and non-governmental agencies engaged in displaced persons activities.
6. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with the wishes of the governments of the displaced persons nationals, and of the governments of the territories in which they are found or lodged.
7. To negotiate and cooperate with the appropriate military authorities in respect of those activities which may properly be engaged in by this Administration on behalf of the interests of Displaced Persons.
8. Make written reports at regular and special intervals to the Director General and the Committee on Displaced Persons on the overall progress of the displaced persons plans and activities of the Administration.
9. Develop standards for the recruitment of personnel essential to the needs of the missions in the field and to cooperate with the training facilities operated by the Administration for the development of effective field operations.
10. Initiate and maintain essential contacts with interested organizations, agencies, and individuals whose programs, though not requiring official coordination with UNRRA activities, are none the less in need of intelligence regarding them. (e.g., American Public Welfare Association, National Planning Association, etc.)
11. Processing appropriate correspondence arriving from individuals and organizations dealing with special questions regarding UNRRA services and operations in behalf of Displaced Persons.

12. Consultation and conference with the many individuals who personally appear at the offices of the Division seeking information and advice regarding the work of the Division in general and requesting the aid of the Division in problems pursuant to them but touching upon UNRRA's activities.
13. Make provision for performing of such other duties or responsibilities as the Director General may assign to the Division.
- <sup>4</sup>  
13. Processing the operational and administrative routines essential to the internal conduct of the Division.



E. M. Makin  
J. Fritch

27 December 1944

TO: MEMBERS OF THE STAFF, DISPLACED PERSONS DIVISION

FROM: W. H. Stauffer

Attached is a summary statement of the functions and responsibilities of the Displaced Persons Division at Headquarters Office. This listing presumably covers all of those activities in which the staff of the Division engages although a particular individual may not function with respect to a particular item or items on the list.

You are requested to study this list to identify those items which relate to the work of your own desk and to make as fair an estimate as possible of what percentage of your time is devoted to each. For purposes of uniformity, and to iron out the inequalities of a weekly or monthly period, a standard of 77 working days (approximately a three months period) will be the basis of your figures.

The purpose of this information is to prepare a statement immediately for the information of the budget office. Will you kindly give this matter your immediate attention and let me have the attached sheet with the appropriate apportionment of days not later than the evening of Thursday, December 28.



1. The assembling and presenting of information required by the Committee of the Council on Displaced Persons. ✓ 10
2. The formulation, development and presentation of policies for the consideration and approval of the Director General and the Committee on Displaced Persons. ✓
3. The planning, developing and presenting to the Director General, or to such officer, or officers, as he may designate, of detailed procedures for the guidance and direction of regional and field office personnel of the Administration; and, after approval, directing the publication and distribution of such procedures. 7
4. The making of provision for the receipt and analysis, from the standpoint of their policy and procedural significance, of regular and special narrative and statistical reports from the regional offices.
5. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with those of other international, governmental, and non-governmental agencies engaged in displaced persons activities. 1
6. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with the wishes of the governments of the displaced persons nationals, and of the governments of the territories in which they are found or lodged.
7. To negotiate and cooperate with the appropriate military authorities in respect of those activities which may properly be engaged in by this Administration on behalf of the interests of Displaced Persons.
8. Make written reports at regular and special intervals to the Director General and the Committee on Displaced Persons on the overall progress of the displaced persons plans and activities of the Administration.
9. Develop standards for the recruitment of personnel essential to the needs of the missions in the field and to cooperate with the training facilities operated by the Administration for the development of effective field operations. 30 ✓
10. Initiate and maintain essential contacts with interested organizations, agencies, and individuals whose programs, though not requiring official coordination with UNRRA activities, are none the less in need of intelligence regarding them. (e.g., American Public Welfare Association, National Planning Association, etc.)
11. Processing appropriate correspondence arriving from individuals and organizations dealing with special questions regarding UNRRA services and operations in behalf of Displaced Persons.



12. Consultation and conference with the many individuals who personally appear at the offices of the Division seeking information and advice regarding the work of the Division in general and requesting the aid of the Division in problems pursuant to them but touching upon UNRRA's activities.

14/12. Make provision for performing of such other duties or responsibilities as the Director General may assign to the Division.

13 ~~18~~ Procuring the <sup>operational</sup> ~~routine~~ managerial and administrative <sup>conduct</sup> ~~management~~ routines essential to the internal ~~management~~ of the division. 30

25 May 1944

*Hoehler*

To: Governor Lehman

From: Hugh R. Jackson *HRJ*

I send you herewith a memorandum from Leithgow Osborne setting forth the views of T. T. Scott on the problems relating to displaced persons. I have, of course, sent a copy to Mr. Hoehler. I have additional copies which can be sent to Mr. Menshikov, Mr. Fryer, Miss McGeachy, and Dr. Sawyer in the event you think it desirable to raise this issue at the present time.

I must say that I think it is imperative for us to arrive at some specific conclusion about the duties of the Displaced Persons Division in Northwestern Europe prior to Hoehler's departure.

✓ HRJ:AT

cc: Mr. Hoehler



C  
O  
P  
Y

MEMORANDUM

No. 4

To: Mr. Hugh Jackson  
From: Lithgow Osborne  
Subject: T.T. Scott's Views on Problems  
Relating to Displaced Persons

I attach memorandum of a conversation which Jay Krane had recently with T.T. Scott. The latter is not much addicted to letter-writing, and accordingly I am sending this along as a statement of his general views. I certainly do not agree with all of them; in particular, his belief that D.P. work should be entirely divorced from all supervision by the Division of Areas and Operations - unless, of course, the D.P. Division is going to be set entirely apart and have its own Health, Welfare, and Supply Sections, etc.

However, Scott has thrown himself into his work body and soul, and his views certainly deserve careful consideration.

LO:r  
May 15, 1944



C O P Y

To: Mr. Osborne

From: Mr. Jay Krane

11th May, 1944

Subject: Conversation with Mr. Scott on 11/5/44

Although my purpose in talking with Scott was primarily to go over his budget, a good many of the points discussed seemed so important that I am giving you a full report.

Scott views the displaced persons problem as the most important one requiring UNRRA's services in the Western European area - France, Norway, Belgium, Holland and Luxemburg. During the past few weeks he has held two informal meetings with various Allied representatives where they have discussed general principles for dealing with displaced peoples. Scott stated that it has been his policy to encourage lateral agreements amongst these five countries. Under such an agreement for instance France would agree to take care of Belgian nationals found in France, and Belgium in turn would agree to provide for French nationals found in Belgium, until such time as the two countries could arrange for the return of these people to their homes. This would involve on each country's part a guarantee to provide shelter, food and clothing. Accounting would be a secondary consideration, to be dealt with only after repatriation has been completed. Representatives of these Allied Governments have stated informally that they will not need UNRRA's help in caring for displaced nationals - for example, Frenchmen who have been moved from Southern to Northern France, or for the destitute within a particular community. Scott is in the process of drafting a letter from Leith-Ross to the various Governments officially asking them whether or not this is the case.

Scott's attitude seems to be that these bi-lateral agreements can easily be reached before operations begin, with UNRRA in a sort of mediating position, and that after the invasion UNRRA would not do the actual repatriation job but might have representatives on the scene in these countries. Apart from this Scott doesn't see much for UNRRA to do in other fields of relief and rehabilitation except as requested by the National Governments.

He repeatedly emphasised that the problem of displaced persons in Germany would be UNRRA's main concern in Western Europe. He expressed the feeling that Headquarters were not fully conscious of this, and that it tended to treat every country in terms of a complete relief and rehabilitation job, by planning for large missions with personnel in various functional fields. This had the effect of under-playing the importance of the displaced persons problem.

He kept coming back to the importance of speed in the repatriation of displaced persons, arguing that if the job takes more than 3/6 months UNRRA will have failed. He said that he has been urging the Military to plan repatriating displaced persons in Germany as quickly as possible, not only to relieve the Military Government Authorities in Germany of a major source of friction, and possibly even chaos, but also to indicate to the various National Governments that the Military and UNRRA are anxious to return those Governments to stability within the shortest possible time. He sees the need for the closest possible co-ordination among the Military, UNRRA and the National Government. UNRRA would of course be responsible to the Military in Germany, but UNRRA in turn would have the responsibility for supervising the various Allied Repatriation



Officials in Germany. Unless UNRRA has this control, he argued, each country will concentrate on getting its own nationals back and the result can only be chaos.

He made the interesting point that he anticipated that the most critical period would be the few weeks immediately after an unconditional surrender has been signed and before Germany will have been fully occupied, since during this brief period neither the Germans nor the Military nor UNRRA nor the Allies will have any direct control over the activities and movements of the displaced peoples in Germany. He expressed the feeling that the immensity of the job to be done convinced him that whatever personnel UNRRA recruited for the displaced persons job would be enthusiastically received by the Military when the actual operation begins.

He admitted that his ideas were not clear with regard to the problem of displaced persons in Eastern Europe, in Poland, Czechoslovakia and Russia. He doubted whether the bilateral approach used amongst the western countries could be satisfactorily followed in the East, or for instance between Poland and one of the Western nations. He recognised that the problem of providing shelter and food on a mass basis will be much greater in Eastern Europe where foreign displaced persons will have to be dealt with at the same time as displaced persons within a country and the destitute.

On the question of organisation, Scott indicated that he was disturbed by those sections in the Salter Memorandum describing the functions of the Bureau of Areas, the Division of Displaced Persons, and the Welfare Division. He considers the responsibility for registration, and arrangements for repatriation, the functions assigned to the Displaced Persons Division in the Salter Memo., to be purely routine.

So far as Northern and Western Europe is concerned, his feeling that the displaced persons job will be the principal UNRRA function in the area has led him to conclude that the Displaced Persons Division shall have the primary responsibility for all matters affecting displaced persons. In Scott's view, this would mean that the Camp Directors would be selected by the Displaced Persons Division and would report, not to the Chief of the Field Mission or to the Area Division here, but to the Displaced Persons Division. The Welfare, Health and Supply personnel would not be independent but would be subject to the supervision of the Camp Director. In the planning stage, the Displaced Persons Division would determine in broad terms what plans are to be made with respect to welfare and health of displaced people, with the Welfare and Health Divisions recruiting the necessary personnel and formulating and carrying out the plans in detail. He apparently sees no responsibility for the Areas Division with regard to displaced persons, and argues that the Displaced Persons Division will actually have to do the detailed planning on welfare until such time as the Welfare Division is adequately staffed. I pointed out that such a view-point would not be accepted in Washington where the Areas Division for the time being has been assigned the responsibility for Camps, and where the Welfare Division has been assigned the responsibility for the physical care of displaced persons. I pointed to the argument that the problem of establishing and operating Camps is not limited to foreign displaced people, but includes nationals displaced within a country, and the destitute as well; and that for this reason it was felt that the Bureau of Areas was the logical point of responsibility for directing the work on camps. His reply was to repeat his argument that for Northern and Western Europe, as well as Germany, displaced persons would be the main problem and therefore the Division should have the responsibility for entire task.



Carter, who came in towards the end of our discussion, pointed out that while the Displaced Persons Division in London had been comparatively well-organised before Hoehler left, and that Hoehler had accomplished a good deal of preliminary work in his negotiations with the Military and the Allies, the Displaced Persons Division in Washington was completely nebulous. Consequently it was found necessary to assign the Camps responsibility to the Bureau of Areas when the Balkan agreement was in the wind. Carter further said that it was his understanding that Washington would determine policy and that London would be responsible for execution and the detailed negotiations. If this were the case he could see no reason why the Bureau of Areas in Washington could not lay down overall policy on Camps, the Displaced Persons Division in Washington determine policy on registration and repatriation, and the Health and Welfare Divisions in Washington determine policy in their respective fields; at the same time the execution of these policies could all be placed under one Head, namely the Displaced Persons Division in London.

The following two points seem to stand out from the conversation:

1. Scott's analysis of UNRRA's responsibilities in Northern and Western Europe either represents a realistic approach which UNRRA has not yet developed, or else is completely misdirected. If the latter is the case, most of his arguments with regard to the responsibilities of the Displaced Persons Division would seem to fall through. Otherwise his arguments deserve serious consideration.

2. On the question of organisation there is the important general principle involved as to whether the London organisation and the functions assigned to the various Divisions should necessarily correspond to those in Washington. The specific problem here is whether the Washington organisation for the supervision of Camps and the assignment of responsibilities in Washington with regard to the physical care of displaced peoples should necessarily be followed here.

JBK/Ms.



10 April 1945

MEMORANDUM

TO: Mr. Linton Smith  
Mr. Harry E. Herwitz  
Mr. William F. Howell  
Mr. Irving L. Pesner

FROM: Thomas M. Cooley, II

SUBJECT: Additional Positions for Headquarters' Staff  
in the Division on Displaced Persons.

In accordance with paragraph 4b of Administrative Order #52,  
I am submitting the attached document for your consideration.

1. A copy of my memorandum to Mr. Gill covering a reorganization of the headquarters' staff of the Division on Displaced Persons and the necessity for additional budget lines.
2. An organizational chart of the headquarters branch of the Division on Displaced Persons.
3. A list covering all the present requests for previously existing budget lines.
4. The existing budget positions for personnel services at headquarters.
5. An analysis of the new lines requested and the changes in existing lines.
6. A description of the functions of the various sections of the Division and their component units.
7. Job description for a Displaced Persons Movements Coordinator which has been established at the request of the Director General.

I will appreciate your assistance in formulating the proposed changes in order that required actions may be completed as quickly as possible, as the need for additional staff at headquarters is urgent.

GMcC:me:ert

10 April 1945

MEMORANDUM

TO: Mr. Corrington Gill

FROM: Thomas M. Cooley, II

SUBJECT: Reorganization of Headquarters' Staff, Division on Displaced Persons

Pursuant to my memorandum of the 26 of March, I am submitting herewith a plan for the reorganization of the headquarters' office for the Division of Displaced Persons.

The plan, based on our minimum needs, incorporates certain basic changes which Mr. Hoehler and I have determined are required for the successful direction of our work. It will be recognized that throughout the planning period this Division has kept an extraordinarily small staff at headquarters. We felt at the time, and I believe rightly so, that in this initial period the bulk of the planning had to be done in the field in the closest liaison with the military authorities concerned. However, the situation now is that as operations are getting under way, more material requiring action by this office is coming in than can be handled under present staff arrangements.

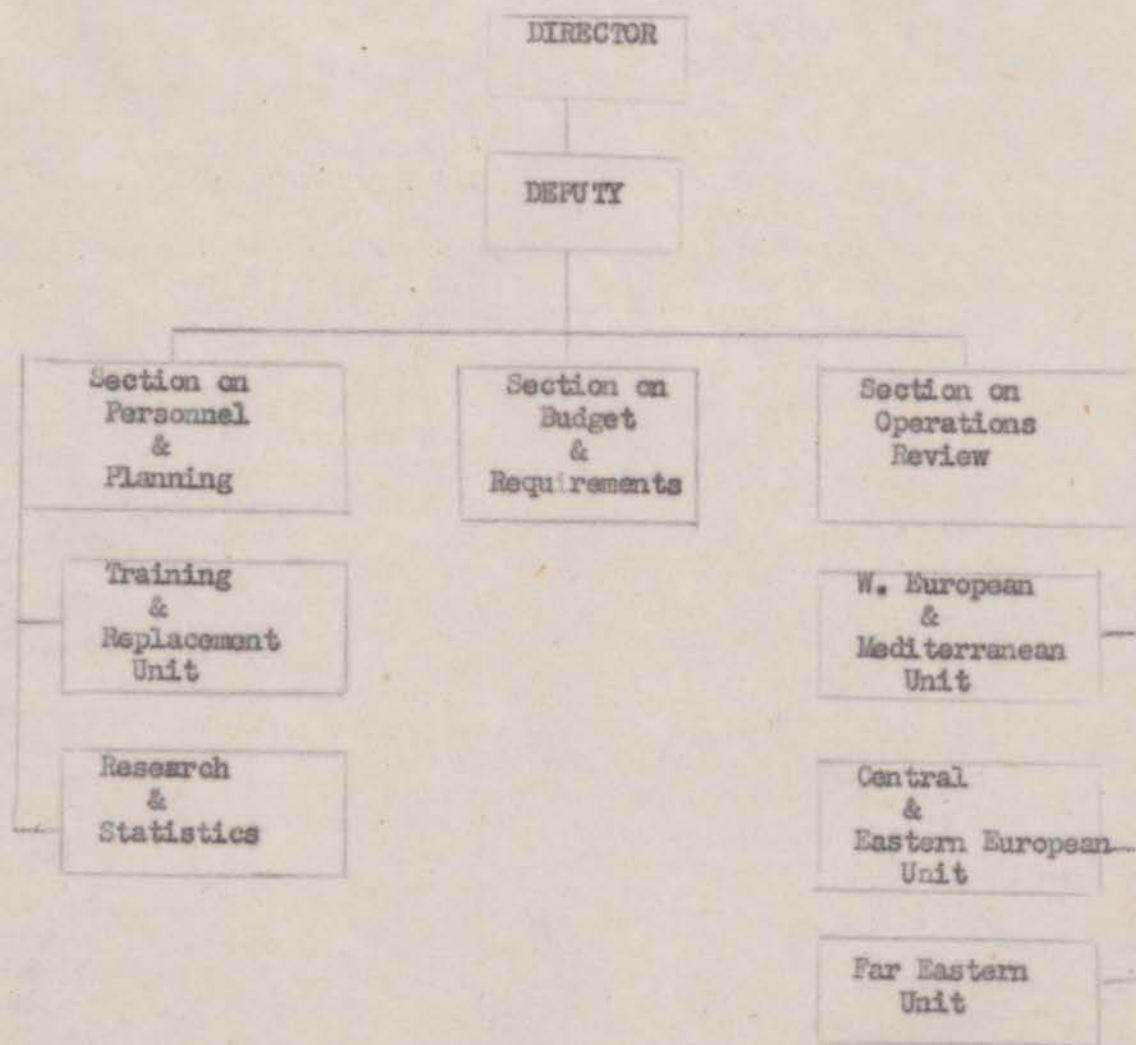
During the past nine months, Mr. Hoehler has had to spend a considerable portion of his time in Europe. I was called there for six weeks at the beginning of the year. There is no reason to believe that we can avoid in the future such enforced absences from headquarters on the part of the senior members of the Division. These visits have proved to be the operating condition for the successful conduct of our activities. At the same time graver, more important and more numerous actions are being and will be covered at headquarters than in the past.

It is in the light of this situation that Mr. Hoehler and I have determined upon the changes proposed. In view of the urgent need to strengthen our headquarters' staff and the gravity of the problems involved in the present operations, I ask that you act on these requests as quickly as possible.

GMcC:me:ert



DIVISION ON DISPLACED PERSONS



HEADQUARTERS POSITIONS  
DIVISION ON DISPLACED PERSONS

Director of Division		2501
Special Field Assistant	Grade 10	2507
Secretary	Grade 7	*2511

Deputy	Grade 14	2502
Secretary	Grade 6	2509

Personnel and Planning Section

Head	Grade 13	2505
Secretary	Grade 5	2511
Adm. Asst.	Grade 7	2508

Training and Replacement Unit

Head	Grade 12	2513
Training Officer	Grade 12	new

Research and Statistics Unit

Head	Grade 11	new
Research Asst.	Grade 8	2506
" "	Grade 7	2514
" "	Grade 6	new
Research Clerk	Grade 5	2512

Budget and Requirements Section

Head	Grade 12	2503
Adm. Asst.	Grade 7	new

Operations Review Section

Head	Grade 12	2504
Displaced Persons Movements Coordinator (Switzerland)	Grade 12	new
Chief, Planning Unit (Far East) (Sydney)	Grade 12	2513
Secretary	Grade 5	2510
Regional Officer	Grade 11	new
" "	Grade 11	new
" "	Grade 11	new

\*As presently set up we have two positions as 2511. One has not been allocated by classification.



Budget for Personal Services  
(Permanent Positions)

Calendar Year - 1945

Displaced Persons Division - Code 2500

<u>Control Budget</u>		
<u>Pos.</u>	<u>Title of Position</u>	<u>Grade</u>
<u>No.</u>		
2501	Director	
2502	Deputy Director	14
*2503	Section Cf., Service & Operations Sec.	12
*2504	Section Cf., Repatriation Sec.	12
*2505	Section Cf., Planning Sec.	12
2506	Research Assist.	8
2507	Spl. Field Asst.	10
2508	Adminis. Assist.	7
2509	Secretary	6
2510	Secretary	5
2511	Secretary	5
*2511	Secretary	5
<u>Far Eastern Planning Unit</u>		
*2513	Cf. of Planning U. (Far East Sec.)	12
2512	Research Clerk	5
2514	Research Assistant	7

\*Position not allocated by Classification

## ANALYSIS

### I. New Lines Requested by the Division on Displaced Persons with the Grade Recommended

#### Office of the Director

Movements Coordinator (Switzerland) Grade 12

#### Training and Replacement Unit

Head Grade 12

Displaced Persons Training Officer Grade 12

#### Operations Review Section

Regional Officer (Western Europe & Med.) Grade 11

Regional Officer (Central & Eastern Europe) Grade 11

Regional Officer (Far East) Grade 11

#### Research and Statistics Unit

Head Grade 11

Research Asst. Grade 6

#### Budget and Requirements Section

Adm. Asst. Grade 7

### II. Changes Requested in Established Lines

Chief, Section on Repatriation Grade 12 (2503)  
to Chief, Section Budget and Requirements.

Chief, Section on Services and Operations Grade 12 (2504)  
to Chief, Operations Review.

Chief, Section on Planning Grade 12 (2505)  
to Chief, Section on Personnel and Planning Grade 13

Secretary Grade 5 (2511)  
to Secretary Grade 7.



## Personnel and Planning Section

### General

This section will develop plans for the staffing of Displaced Persons operations and will conduct studies of long and short range problems affecting the Displaced Persons program. Its work will be performed by two units, a training and replacement unit and a research and statistical unit.

Head.	Grade 13	2505
Secretary	Grade 5	2511

### Training and Replacement Unit.

This unit will develop job statements and will develop recruitment sources, plan and execute recruitment schedules. This unit will interpret Displaced Persons training requirements to the faculty at the Training Center, will assist in the development of training courses, will develop sources of material for use in courses and orient recruits in special field conditions to be met in Displaced Persons operations. The unit will plan staff movements to meet the changing needs in the field. It will advise and assist the Budget and Requirements Section in estimating staff needs, and be responsible for assigning new recruits for specific field missions.

Head	Grade 12	New
Training Consultant	Grade 12	New

### Research and Statistics Unit

The Research unit will conduct studies of problems of immediate and

long range concern to Displaced Persons operations, including studies on repatriation problems; collect data and forms of presentation on location, size, special characteristics on groups of displaced persons, welfare and health standards for displaced persons in transit, repatriation routes, location and types of lay-over stations, problems of special groups of displaced persons, studies of population movements and the problems presented by such movements. It will prepare manuals based on the Division experience on handling refugee groups. It will establish standard definitions and nomenclature for Displaced Persons operations. It will initiate and maintain essential contacts with interested organizations, agencies, and individuals whose programs, though not requiring official coordination with UNRRA activities, are none the less in need of intelligence regarding them. It will process appropriate correspondence arriving from individuals and organizations dealing with special questions regarding UNRRA services and operations in behalf of Displaced Persons. It will confer with the many individuals who personally appear at the offices of the Division in general and request the aid of the Division in problems pursuant to them but touching upon UNRRA's activities.

Head	Grade 11	New
Research Asst.	Grade 8	2506
Research Asst.	Grade 7	2514
Research Asst.	Grade 7	New
Research Clerk	Grade 5	2512

Budget and Requirements Section

This unit prepares the budget. It estimates needs, manpower, and rates



of spending, and translates these estimates into a tentative operating budget for the Director to be submitted to the Bureau of Finance and Administration and the Bureau of Supply. It estimates the requirements and supplies needed for displaced persons operations and sees that these estimates are reviewed in the preparation of overall mission budget. It checks on the availability of Displaced Persons supplies, and keeps the Director continuously informed on resources available for the Division's operations.

Head	Grade 12	2503
Adm. Asst.	Grade 7	New

Operations Review Section

This Section will receive and analyze from the standpoint of policy and procedural significance all narrative and statistical reports (both regular and special) from the field offices. It will follow through on all requests from the field; plan, develop, and present to the Deputy Director in charge of headquarters office detailed procedures for the guidance and direction of regional and field operations and, after approval, direct the publication and distribution of such procedures. To this end it will maintain constant liaison with the field providing, when needed, personal visits to the various regional offices for the collection of background information and the interpretation of headquarters policy. It will, under the direct supervision of the Deputy Director, through policy and procedural directives, coordinate the displaced persons activities in the various operations of the adminis-

tration with the wishes of the governments of the displaced persons nationals, and of the governments of the territories in which they are found, and with the activities of other international governmental and nongovernmental agencies engaged in displaced persons activities. It will make written reports at regular and special intervals to the Deputy Director on the overall progress of the displaced persons activities.

Head	Grade 12	2504
Special Representative on the Far East (Sydney)	Grade 12	2513
Movements Coordinator (Switzerland)	Grade 12	New
Secretary	Grade 5	2510
Regional Officer (Ger. & East. Eur.)	Grade 11	New
Regional Officer (W. Eur. & Med.)	Grade 11	New
Regional Officer (Far East)	Grade 11	New



TITLE: Displaced Persons Movements Co-Ordinator

SALARY: \$6000 Grade 12

DUTIES: Under the general supervision of the Deputy Director to proceed to Switzerland as Headquarters representative of the Displaced Persons Division to coordinate inter-theater movements of refugees for whom UNRRA has responsibility.

1. He will ascertain and advise theater which will receive refugees of their number, condition and eligibility under UNRRA resolutions of the groups proposed for travel, clearing all points of policy here.
2. Obtain policy clearance for transport by military through established military liaison.
3. Keep in contact with actual transport arrangements through UNRRA's established liaison offices with Delta Base, Communications Zone, AFHQ, or other agencies in charge of transport.
4. Advise all concerned the extent and type of personnel needed to accompany transported group, arranging through proper channels that this personnel be provided either by the military or, upon their request, by UNRRA.
5. Maintain liaison with the representative of the War Refugee Board in Switzerland, keeping Headquarters advised of all existing and prospective refugee groups and movements.

China Area Office. A China Area Office has been opened in Chungking under the direction of Mr. Benjamin H. Kizer. By far the greatest work of relief and rehabilitation in the Far Eastern Area will be in China.



Director  
on Disp. Person  
Division

Deputy Director  
on D.P.  
Division

Records  
and Statistics  
4 position

Review of  
field opera-  
tion  
2 position

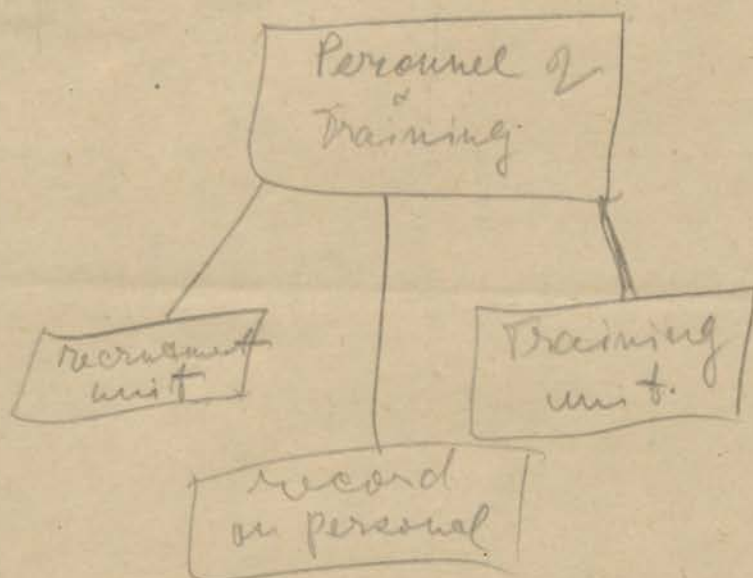
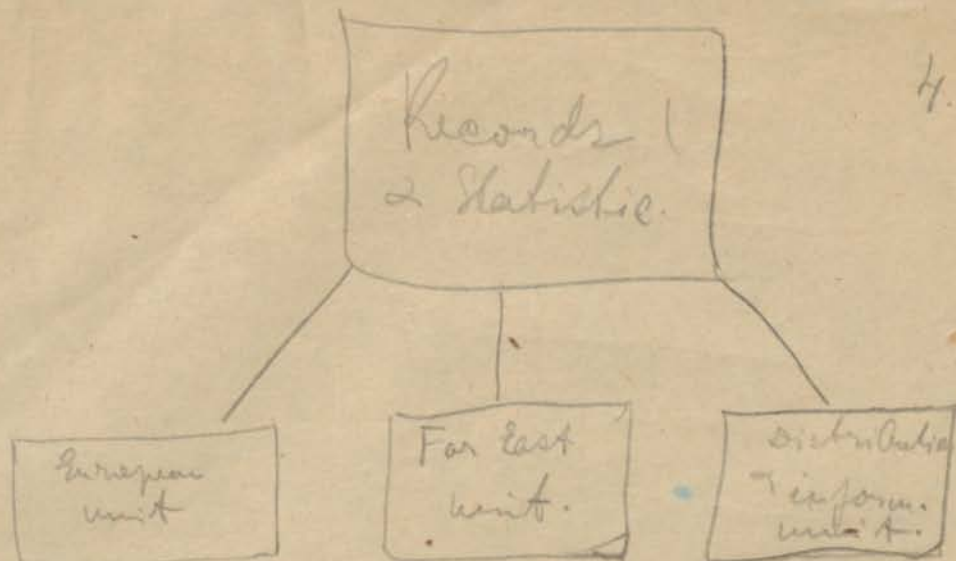
Personnel  
and Training  
7 position

Planning,  
Requirements  
and Budgets  
for D.P. 5 position

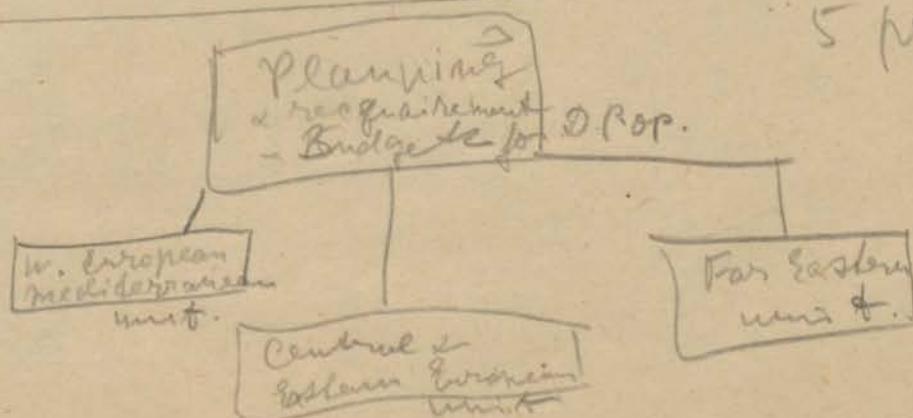
Camp  
operations  
1 position

AD

4. position.



5 positions





Camp  
operations  
4

Review of  
field operations

*Gachler 212*

12 May 1945

To: All Bureau and Division Heads  
From: Roy Hendrickson  
Subject: Review of Effects of Order Memorandum of 3 May 1945

In effectuating the memorandum of 3 May 1945 from the Director General, and my memorandum dated 9 May 1945, relating to the temporary freeze on vacancies and review of UNRA Headquarters functions and personnel, it is necessary to give immediate attention to implementing the following paragraph 2 (a), viz:

"Review the functions of bureaus, offices and divisions in Headquarters in accordance with the Director General's memorandum of 3 May 1945 and establish the allocation of positions to such Headquarters bureaus, offices and divisions on the basis of those functions remaining in Headquarters."

In view of the transfer of a great many responsibilities to the ERO heretofore performed by Headquarters, it must be assumed that there will be a corresponding reduction in personnel at Headquarters.

In accordance with the above assumption, and to effectuate the above mentioned memoranda, it is required that each bureau, division or office, affected by such reorganization, submit, prior to Thursday, 17 May, a clear statement of the functions which will remain at Headquarters after the reorganization has been completed. This statement, which will be submitted in original and three copies, should state specifically:

*see*

*"A"*

- (a) The functions remaining at Headquarters.
- (b) The estimated minimum personnel essential to discharge these functions efficiently.
- (c) A justification of the personnel deemed essential, including a rough chart showing the major functions of each organizational unit down to and including the sectional level.



- 2 -

I have instructed the Committee to advise me, with all possible dispatch, when the "freeze" may be lifted with due regard to orderly and expeditious administration.

Therefore, your prompt and complete compliance with these requirements will be very helpful, not only to the Committee, but to the entire organization.

You will submit the required material to Mr. Corrington Gill, Deputy Director General for Finance and Administration, who is the Chairman of this Committee (Room 1211 of the DuPont Circle Building). If you desire any clarification of this order, call Mr. Robert McKee, Secretary of the Committee, on Extension 158.

27 April 1945

TO: Richard R. Brown

FROM: Robert L. Brown

SUBJECT: Functions of the Camps Division in Washington

Because the Camps Division must correlate its activities with other divisions, its function at the Washington level must be set forth in the light of certain assumptions. To be correct in stating the functions of the Camps Division, we should get agreement by all major divisions of UNRRA on these assumptions. The Camps Division assumes -

1. That the Displaced Persons operation in Germany will be totally administered by the Army, supplied by the Army, accounted for by the Army, and paid by Army, except for personnel.
2. That there will be no camps operated directly by UNRRA in Greece, Yugoslavia, Albania, Czechoslovakia, Poland; there may be a need for UNRRA personnel as advisors to Czechoslovakia and Poland in camps to be administered by these governments. Some supplies and equipment may be requested in country programs.
3. That there will be camps administered by UNRRA directly in Italy and Egypt for displaced persons of allied nations until December 1945.
4. That there will be camps for non-repatriable refugees and stateless refugees in Egypt, North Africa, Italy and France; that these camps may house as many as 200,000 persons; that these camps will be the direct responsibility of UNRRA until at least June 1946.
5. That UNRRA will be called upon by the Chinese Government to furnish a small number of camp technicians and to prepare initial supply requirements for a relocation and repatriation program of refugees within China.

If these assumptions are modified as the program develops, the position of the Camps Division will also be modified. However, under the assumptions exactly as set down above, the following jobs have to be done -



### PLANNING

1. Finish the Supply Requirements Guide to Construction.

At the present time, this is about 90 percent complete. It includes requirements on buildings of all kinds, water supply, heating and lighting equipment. It has blue prints, lists of materials, lists of specifications and prices. It will take us two or three months under our present limitations of help and printing facilities to have this out in printed form, ready for distribution.

2. Finish the Requirements Guide for Welfare Services.

This is approximately 70 percent completed, and contains lists of materials to be used in work projects, educational projects, recreational activities, and operation of canteens. It also contains a great deal of narrative giving the basis upon which UNRRA can or cannot expend its funds for such items and the basis upon which voluntary contribution funds may be expended for such items. The lists and prices are indexed as with the other sections of the Guide. It will take us two or three months to have this completed and printed and ready for distribution.

3. Compile Guide to Camp Requirements for China.

This document is planned along the same lines as the complete Guide to Camp Requirements for Europe. We anticipate it will be about half the size and contain about half the number of items as required for the European catalogue. The basis of planning for China is entirely different from the basis for planning for Europe. This Guide will be used the same as the European Guide for functions of the Camps, Displaced Persons, Welfare and Health Divisions. It will be used as a basis for screening requests from the Chinese Government for presentation to the Bureau of Supply for items and commodities to be used in the refugee movements program of China. This will take approximately six or eight months to complete.

4. Complete the Manual of Camps Operation.

This is conceived as a handbook of operations as a guide to camp managers, camp personnel and Mission Chiefs; spelling out the policy UNRRA desires to adopt in the operation of its semi-permanent camps for non-repatriable and stateless persons. A good deal of this has been done in one form or another and has been agreed to by the Welfare and Displaced Persons Divisions in Headquarters. It needs to be put in a manual (loose leaf form) in decimal sections so that as policies vary under the pressure of events here, changes may be made in the manual. It will include such things as the physical operation of the camps, such as maintenance, housing, transportation, warehousing, etc., also, as a guide to fiscal and property accounting, a guide to canteen operation, rationing, record procedure, etc.



5. Plan for personnel needs for these semi-permanent camps, interview and recommend personnel for this purpose.

#### INTERPRETATION AND ANALYSIS

1. Interpret and analyze camp requests from the field.

All requests, whether by cable or letter, having to do with camp supplies and materials, must be screened to see if they comply with the accepted standards agreed upon by the various divisions of UNRRA and set out in the Requirements Catalogue. After the requests have been screened, a firm requisition has to be prepared and presented to the commodity divisions of the Bureau of Supply. Detailed requests take as long as two weeks to analyze and interpret.

2. Inform the field office of action taken on each requisition.

After the requisitions have been screened and presented to the Bureau of Supply, the field is notified what action has been taken and attention is called to items which were requested which were either outside of the accepted standards or were unable to be procured because of the present scarcity of world markets. It is possible to determine from requisitions presented, the type and scope of operations being carried on in the field and these reports to the field are the means by which headquarters can raise issues on policy and procedure, and give the field information necessary for the adequate planning of the operation.

3. Follow up with requests presented to the Bureau of Supply.

After the field has ordered for a given quarter's operation, it must know whether or not to expect the items which have been ordered. In many instances, it will be necessary to modify planned operations when the field learns that certain items ordered will not be available. Consequently, a constant check and follow up must be made on the procurement of items for camp operation so that the field may be adequately forewarned if it is not to receive certain items.

4. Interpretation of budget requests.

The advance plan of field operations should come to headquarters in the form of budget requests. Here again, the methods and scope of operation may be determined by headquarters and the same procedure followed in informing the field and analyzing the operation for the budget office as was outlined in the procurement requests above.



5. Interpretation of camp operations to other divisions of UNRRA.

Practically all divisions in UNRRA have responsibility for decision in some phase of camp activity. Through knowledge received from requisitions, budget presentations, and special reports, information must be available in one central place for the guidance of these various divisions.

6. Analysis and revision of the supply requirements guide and the Manual of Operation in the light of changing conditions.

As operations proceed, world-wide conditions affecting these operations are bound to change the basic policy and procedure. Supply items will need constant revision in the light of changing economic factors. Operating procedures will need changing in the light of experience and political changes. These revisions should be made in one centralized place and sent out to the field.

GUIDANCE

1. Guidance to regional offices and the field offices.

Some centralized office in headquarters must take the responsibility for informing the field on matters of camp administration and operation.

RLB/hhc

10 April 1945

MEMORANDUM

TO: Mr. Linton Smith  
Mr. Harry K. Herwitz  
Mr. William F. Howell  
Mr. Irving L. Pesner

FROM: Thomas M. Cooley, II

SUBJECT: Additional Positions for Headquarters' Staff  
in the Division on Displaced Persons.

In accordance with paragraph 4b of Administrative Order #52,  
I am submitting the attached document for your consideration.

1. A copy of my memorandum to Mr. Gill covering a reorganization of the headquarters' staff of the Division on Displaced Persons and the necessity for additional budget lines.
2. An organizational chart of the headquarters branch of the Division on Displaced Persons.
3. A list covering all the present requests for previously existing budget lines.
4. The existing budget positions for personnel services at headquarters.
5. An analysis of the new lines requested and the changes in existing lines.
6. A description of the functions of the various sections of the Division and their component units.
7. Job description for a Displaced Persons Movements Coordinator which has been established at the request of the Director General.

I will appreciate your assistance in formulating the proposed changes in order that required actions may be completed as quickly as possible, as the need for additional staff at headquarters is urgent.

GMcC:me:ert



10 April 1945

MEMORANDUM

TO: Mr. Corrington Gill

FROM: Thomas M. Cooley, II

SUBJECT: Reorganization of Headquarters' Staff, Division on  
Displaced Persons

Pursuant to my memorandum of the 26 of March, I am submitting herewith a plan for the reorganization of the headquarters' office for the Division of Displaced Persons.

The plan, based on our minimum needs, incorporates certain basic changes which Mr. Hoehler and I have determined are required for the successful direction of our work. It will be recognized that throughout the planning period this Division has kept an extraordinarily small staff at headquarters. We felt at the time, and I believe rightly so, that in this initial period the bulk of the planning had to be done in the field in the closest liaison with the military authorities concerned. However, the situation now is that as operations are getting under way, more material requiring action by this office is coming in than can be handled under present staff arrangements.

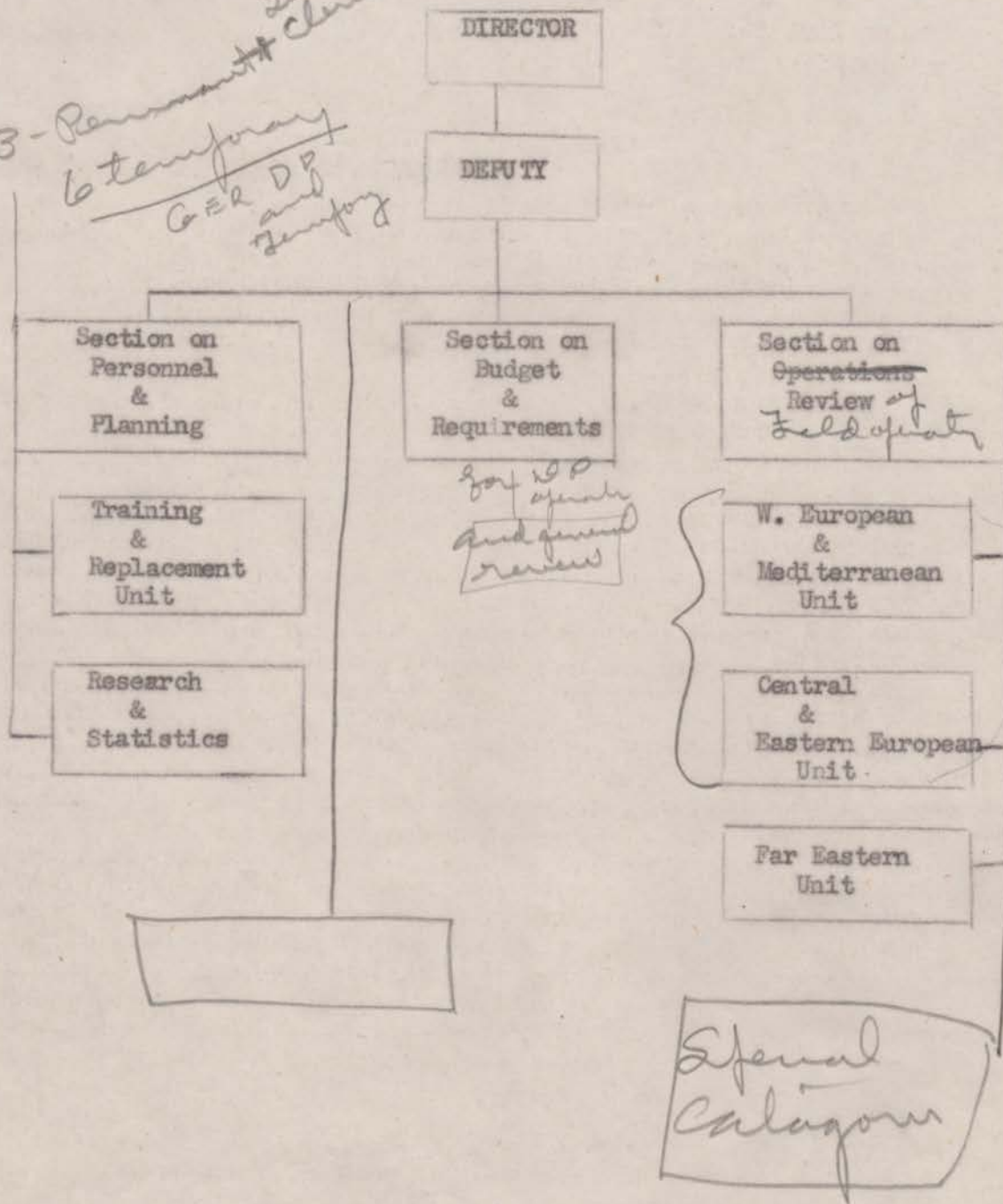
During the past nine months, Mr. Hoehler has had to spend a considerable portion of his time in Europe. I was called there for six weeks at the beginning of the year. There is no reason to believe that we can avoid in the future such enforced absences from headquarters on the part of the senior members of the Division. These visits have proved to be the operating condition for the successful conduct of our activities. At the same time graver, more important and more numerous actions are being and will be covered at headquarters than in the past.

It is in the light of this situation that Mr. Hoehler and I have determined upon the changes proposed. In view of the urgent need to strengthen our headquarters' staff and the gravity of the problems involved in the present operations, I ask that you act on these requests as quickly as possible.

GMcC:me:ert

DIVISION ON DISPLACED PERSONS

3 - Permanent <sup>200</sup> Clerical  
6 temporary  
GER DP  
and  
Temporary





HEADQUARTERS POSITIONS  
DIVISION ON DISPLACED PERSONS

Director of Division		2501
Special Field Assistant	Grade 10	2507
Secretary	Grade 7	*2511
Deputy Secretary	Grade 14	2502
	Grade 6	2509

Personnel and Planning Section

Head	Grade 13	2505
Secretary	Grade 5	2511
Adm. Asst.	Grade 7	2508

Training and Replacement Unit

Head	Grade 12	2513
Training Officer	Grade 12	new

Research and Statistics Unit

Head	Grade 11	new
Research Asst.	Grade 8	2506
" "	Grade 7	2514
" "	Grade 6	new
Research Clerk	Grade 5	2512

Budget and Requirements Section

Head	Grade 12	2503
Adm. Asst.	Grade 7	new

Operations Review Section

Head	Grade 12	2504
Displaced Persons Movements Coordinator (Switzerland)	Grade 12	new
Chief, Planning Unit (Far East) (Sydney)	Grade 12	2513
Secretary	Grade 5	2510
Regional Officer	Grade 11	new
" "	Grade 11	new
" "	Grade 11	new

*Spec Categories*

\*As presently set up we have two positions as 2511. One has not been allocated by classification.

*Super - to Filed*

## ANALYSIS

### I. New Lines Requested by the Division on Displaced Persons with the Grade Recommended

#### Office of the Director

Movements Coordinator (Switzerland) Grade 12

#### Training and Replacement Unit

Head Grade 12

Displaced Persons Training Officer Grade 12

#### Operations Review Section

Regional Officer (Western Europe & Med.) Grade 11

Regional Officer (Central & Eastern Europe) Grade 11

Regional Officer (Far East) Grade 11

#### Research and Statistics Unit

Head Grade 11

Research Asst. Grade 6

#### Budget and Requirements Section

Adm. Asst. Grade 7

### II. Changes Requested in Established Lines

Chief, Section on Repatriation Grade 12 (2503)  
to Chief, Section Budget and Requirements.

Chief, Section on Services and Operations Grade 12 (2504)  
to Chief, Operations Review.

Chief, Section on Planning Grade 12 (2505)  
to Chief, Section on Personnel and Planning Grade 13

Secretary Grade 5 (2511)  
to Secretary Grade 7.



Budget for Personal Services  
(Permanent Positions)

Calendar Year - 1945

Displaced Persons Division - Code 2500

<u>Control Budget</u>		
<u>Pos.</u>	<u>Title of Position</u>	<u>Grade</u>
No.		
2501	Director	
2502	Deputy Director	14
*2503	Section Cf., Service & Operations Sec.	12
*2504	Section Cf., Repatriation Sec.	12
*2505	Section Cf., Planning Sec.	12
2506	Research Assist.	8
2507	Spl. Field Asst.	10
2508	Adminis. Assist.	7
2509	Secretary	6
2510	Secretary	5
2511	Secretary	5
*2511	Secretary	5
<u>Far Eastern Planning Unit</u>		
*2513	Cf. of Planning U. (Far East Sec.)	12
2512	Research Clerk	5
2514	Research Assistant	7

\*Position not allocated by Classification

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### General

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Research Asst.	Grade 8	2506
Research Asst.	Grade 7	2514
Research Asst.	Grade 7	New
Research Clerk	Grade 5	2512

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Adm. Asst.	Grade 7	New

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tration with the wishes of the governments of the displaced persons nationals, and of the governments of the territories in which they are found, and with the activities of other international governmental and nongovernmental agencies engaged in displaced persons activities. It will make written reports at regular and special intervals to the Deputy Director on the overall progress of the displaced persons activities.

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Special Representative on the Far East (Sydney)	Grade 12	2513
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Regional Officer (Ger. & East. Eur.)	Grade 11	New
Regional Officer (W. Eur. & Med.)	Grade 11	New
Regional Officer (Far East)	Grade 11	New

TITLE: Displaced Persons Movements Co-Ordinator

SALARY: \$6000 Grade 12

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3. Keep in contact with actual transport arrangements through UNRRA's established liaison offices with Delta Base, Communications Zone, AFHQ, or other agencies in charge of transport.
4. Advise all concerned the extent and type of personnel needed to accompany transported group, arranging through proper channels that this personnel be provided either by the military or, upon their request, by UNRRA.
5. Maintain liaison with the representative of the War Refugee Board in Switzerland, keeping Headquarters advised of all existing and prospective refugee groups and movements.



## ADMINISTRATIVE ORGANIZATION OF DISPLACED PERSONS PROGRAM

### Headquarters

At the headquarters of UNRRA is Washington, D. C., there is a Director of the Division (Mr. Fred K. Hoehler), a Deputy Director (Mr. Thomas M. Cooley, II), and three Chiefs of Sections:

- a) General planning and intelligence
- b) Repatriation
- c) Services and Operations

In the Central Office actual planning or operations originate or are supplemented, and relations are maintained with other divisions. The Washington staff also acts as consultant to the Director General on matters of policy and as advisor to him on the progress of plans and operations as they develop locally and in the field.

The Director (Mr. Fred K. Hoehler) is responsible for planning and directing the Administration's work with respect to the location, identification, and registration of displaced persons, and for arranging for their care and repatriation or return to their place of former residence. He assists the Director General in negotiations with governments, with the Intergovernmental Committee on Refugees and with other international bodies with respect to problems relating to the care and movement of displaced persons.

The Director is advised by a Standing Technical Committee on Displaced Persons in Washington.

22 May 1945

MEMORANDUM FOR: William F. Howell, Room 225-A  
FROM: Thomas M. Cooley, II  
RE: Twenty-Five Special Lines - D.P. Budget, Germany

As you know, we have twenty-five lines which have not yet been folded into the Assembly-Center-Area budget for Displaced Persons, Germany. These are occupied largely by the original SHAEF liaison group.

We are finding that a number of jobs keep turning up which require responsible and able people and which do not fit into the positions assigned by London. A number of these are now being carried on by people occupying the twenty-five "special" lines.

I think, therefore, that no further effort should be made to "fold in" these lines or to reassign the people who occupy them.

Mr. Hoehler has discussed this with Mr. Smith and ~~Mr. Gill~~, who have *no* objection.

TM Cooley/vgk



## DIRECTOR

- ① BROWN - ACTING DIRECTOR  
SUPERVISION, PLANNING  
OPERATION ANALYSIS
- ② FLEXNER - ASST DIR.  
FIELD LAISON  
PERSONNEL RECRUITING  
TRAINING
- ③ SECY - RIFKIN
- ④ SECY COLBERT

## REQUIREMENTS

- ① STENZ - Chief  
Supply PLANNING - ANALYSIS - SUPERVISION
- ② IN PROCESS ASST  
Supply PLANNING - ANALYSIS - REVIEW
- ③ FEATHERSTONEHAUGH  
PROPERTY CONTROL PLANNING + ANALYSIS  
REVIEW - EXPEDITING - SUPERVISION  
of Clerk
- ④ GREENBLATT - CLERK - STENO
- ⑤ IN PROCESS

## OPERATIONAL ANALYSIS

1. J. SAPER.  
OPERATION PLANNING - OPERATION MANUAL -  
ANALYSIS + INTERPRETATION
- 2 C. SIMPSON. (Estimation of)  
ADM. ANALYSIS + PLANS  
BUDGET PLANNING  
+ ANALYSIS  
CORRESPONDENCE - RESEARCH  
PREPARATION REPORTS
- ③ - Stenographer. Cullen McCandless

FUNCTIONS OF HEADQUARTERS OFFICE, DIVISION ON DISPLACED PERSONS

(For Discussion Staff Meeting 15 April)

1. Initiating and clearing on recruitment of Personnel, in conjunction with the Personnel Division.
2. Collecting data on field operations for Displaced Persons, and acting as a clearing house for all information from the two major regions and other centers where Displaced Persons are a problem, and editing of a news letter for the information of Displaced Persons personnel in the field.
3. Planning for Far Eastern operations, based on information reviewed from the field.
4. Maintaining a small field staff for regular field visits, which are necessary for proper understanding of operations and for evaluation of the job being done to permit adequate interpretation to the Director General, replies to inquiries and formulation of policies.
5. Handling correspondence from the field and from the general public or governments, either on direct inquiry, or by reference from other offices at Headquarters.
6. Reviewing regional budgets, with consideration for nature and scope of the activities proposed.
7. Advising the Director General on policy declared by the Council, and interpreted by the Committee on Displaced Persons.



Southwest Pacific Area Office. The Administration has established a Southwest Pacific Area Office in Sydney, Australia, with Mr. Frank S. Gaines as Acting Deputy Director General. For the present, this office covers the Netherland Indies, India, Burma, Malaya, British Borneo, French Indo-China, Thailand, the Philippines, Australia, New Zealand, and the islands of the western part of the Pacific and the eastern part of the Indian Oceans. According to the directive of 23 November 1944, the main functions of the office may be summarized as follows:

- (1) To collect information on conditions in the liberated and occupied territories in the Southwest Pacific Area and the scope of relief and rehabilitation programs required in that region, and on the basis of this information to formulate plans and recommendations for the Administration's activities in those territories.
- (2) To maintain liaison relations and negotiate necessary agreements with appropriate military and civilian authorities.
- (3) To develop supply sources and arrange for the procurement of supplies in the Southwest Pacific Area.
- (4) To cooperate with and provide such facilities and information as may be necessary for the proper functioning of the Committee of the Council for the Far East and standing Technical Subcommittees for the Far East.

The Committee of the Council for the Far East met six times in Washington after the first organizational meeting in Atlantic City. The seventh meeting was held in Australia at Lapstone, New South Wales, beginning February 15, 1945. Dr. T. F. Tsiang (China), Chairman of the Committee,

presided. About 75 representatives attended from Australia, Britain, New Zealand, U. S., China, Netherlands East Indies, Philippines, Burma, Malaya, and Indo-China. A report with recommendations was submitted to the CCFE by the Subcommittee on Displaced Persons for the Far East.



### FAR EASTERN REGIONAL OFFICES

UNRRA's primary task in the Far East will be the rapid provision of medical aid, food, clothing, and shelter in liberated areas. A major problem to be faced is that of displaced persons, including the displacement of 25,000,000 Chinese. The rehabilitation of transport, of farms and of industries will also be important problems.

2501		Director	10,000	F K H
2502	14	Dep Director	7,500	Tom
2503	12		6,500	Alec
2504	12		6,000 <del>6,500</del>	<del>Staffer</del> Phillips
2505	12		6,200	Stauffer
2506	<del>12</del> 9	Rep. Ass't.	3,500	Yorwano
2507	(10)	Special Field Ass't	4,500	Morris
2508	(12)	Adm. Ass't.	2,800	McMakin
2509	(6)	Secretary	2,800	Kirby <del>McMakin</del>
2510	(5)	Secretary	2,400	Kirby
2511	(5)	Secretary	2,400	Elkins
* 2512	(5)	"	2,400	Vacant
2513	(12)		6,000	Sorima
2512	(5)		2,400	
2514	(7)	Adm. Asst.	3,200	Nash Gottlieb



**TITLE:** Displaced Persons Movements Co-Ordinator

**SALARY:** \$6000      Grade 12

**DUTIES:** Under the general supervision of the Director to proceed to Switzerland as Headquarters representative of the Displaced Persons Division to coordinate inter-theater movements of refugees for whom UNRRA has responsibility.

1. He will ascertain and advise theater which will receive refugees of their number, condition and eligibility under UNRRA resolutions of the groups proposed for travel, clearing all points of policy here.
2. Obtain policy clearance for transport by military through established military liaison.
3. Keep in contact with actual transport arrangements through UNRRA's established liaison offices with Delta Base, Communications Zone, AFHQ, or other agencies in charge of transport.
4. Advise all concerned the extent and type of personnel needed to accompany transported group, arranging through proper channels that this personnel be provided either by the military or, upon their request, by UNRRA.
5. Maintain liaison with the representative of the War Refugee Board in Switzerland, keeping Headquarters advised of all existing and prospective refugee groups and movements.

FILE - T.M.C.

26 March 1945

MEMORANDUM FOR: Mr. Corrington Gill

FROM: Thomas M. Cooley, II

RE: Budget Line for Switzerland - Movement of  
Refugees to Italy and Philippeville.

The Director General is anxious that the movement of refugees from Switzerland to Italy and Philippeville be regularized at the earliest possible moment. The method selected for doing this is to appoint a representative of the Washington Office to proceed to Switzerland and there undertake the responsibility of ascertaining the numbers, conditions, and eligibility for UNRRA care of refugee groups whom we are asked to accept.

For this purpose a budget line will be required setting up such a position in Switzerland at the \$6000 level. I should appreciate it if you would make such a line available as soon as possible so that I can proceed to send a man over to undertake this important responsibility at once. I should be glad to discuss with you any details as to justification or procedure.

TM Cooley/vgk



6  
FILE - T.M.C.

26 March 1945

MEMORANDUM FOR: Corrington Gill  
FROM: Thomas M. Cooley, II  
RE: Far East Operations.

As you are aware, Far East operations are now imminent .

Sometime ago I had set up in this office a position for a member of my Headquarters staff to deal with Far East Displaced Persons. In this position I hired Mr. Cassim Soorma who did a very satisfactory job at Headquarters while he was here. It subsequently proved advisable to send him to Sydney, retaining him on the Central Office line because his Sydney assignment was and is tentative.

In the meantime, however, questions relating to Far East operations are becoming pressing here at Headquarters and I have no one on the staff who can adequately keep track of and advise me on these problems. Accordingly, I request that a position be set up as Assistant to Mr. Soorma, paying, I should think, \$4500. My plan would be to recruit someone for this job at the earliest possible moment. And, if Soorma returns, or if he is put permanently in Sydney, and someone else takes his place, a determination could then be made whether a full-time person and an assistant were needed for the burden of work then being handled. If not, I should plan to send this assistant on to Chungking as assistant to our Displaced Persons representative there, who undoubtedly will be facing a constantly increasing need for assistants up to the number of three or four within the next few months.

This Headquarters' position will be included in a memorandum, which I am now preparing for you, setting up certain basic changes which Mr. Hoehler and I have determined are required for Headquarters office. Briefly, the situation is that, as operations are getting under way, more material requiring action by this office is coming in than can be handled under present staff arrangements. And we shall be asking for positions giving us a full-time person for each of the three field areas, that is, Western Europe, Mediterranean, and the Far East. All present requests and existing lines will be included in this reorganization.

TM Cooley/vgk

1111  
- Mr. A. C. ...  
- Mr. A. C. ...  
- Training ...

W. P. German Operations  
Finance and Budget

- (1) Dep. Ch. for fiscal operations grade 13  
Supervises accounts, finance, budget
- (1) Ch. Accountant grade 12
- (2) Ass't to Ch. Accountant grade 11
- (2) accountants grade 10
- (2) accountants grade 9
- (40) accountants grade 8 & 9  
for Area Offices (2 each)
- (1) Chief Finance Officer grade 12
- (2) Ass't to Ch. Finance Officer grade 11
- (40) Finance Officers grade 8 & 9  
for Area Offices (2 each)
- (1) Chief Budget Officer grade 12
- (4) assist. budget officers grade 10 & 11.

These positions have been  
requested by F & A - See  
Cable



NRRA

Form No. AD-2  
(20 June 1944)

ROUTE SLIP

Date

27/3/45

To

Mr. Cooley

Room No.

212

- |  |         |
|--|---------|
| <input type="checkbox"/> Approval                        | REMARKS |
| <input type="checkbox"/> Comment                         |         |
| <input type="checkbox"/> Prepare Reply                   |         |
| <input type="checkbox"/> Necessary Action                |         |
| <input type="checkbox"/> Note and Return                 |         |
| <input type="checkbox"/> Note and File                   |         |
| <input type="checkbox"/> Investigate                     |         |
| <input type="checkbox"/> Signature                       |         |
| <input type="checkbox"/> See Me                          |         |
| <input type="checkbox"/> As Requested                    |         |
| <input checked="" type="checkbox"/> For your information |         |
| <input type="checkbox"/> Per telephone conversation      |         |

From

Irving L. Packer

Room No.

229

COMPARATIVE TABLES OF ANNUAL SALARY RANGES FOR UNRRA GRADES

UNRRA GRADE	UNITED STATES		UNITED KINGDOM (1)		AUSTRALIA (1)		BRAZIL	
	SALARY RANGE	ANNUAL INCREMENTS	TENTATIVE SALARY RANGE (2)	ANNUAL INCREMENTS (2)	TENTATIVE SALARY RANGE (3)	INCREMENTS (3)	SALARY RANGE (4)	ANNUAL INCREMENTS (4)
1	\$1500-1800	\$ 60	£ 110-150	£ 10	£ 150-182	£ 8	Cr\$ 10,000-13,000	Cr\$ 750
2	1800-2040	60	140-180	10	180-212	8	12,000-15,000	750
3	2000-2240	60	170-210	10	210-242	8	14,000-18,000	1000
4	2200-2440	60	200-240	10	240-280	10	18,000-22,000	1000
5	2400-2800	100	245-325	20	270-340	20	23,000-27,000	1000
6	2800-3200	100	325-425	25	325-425	25	28,000-34,000	1500
7	3200-3600	100	400-500	25	400-500	25	35,000-41,000	1500
8	3600-4000	100	500-660	40	500-660	40	42,000-48,000	1500
9	4000-4400	100	640-800	40	640-800	40	50,000-58,000	2000
10	4500-5100	150	800-960	40	800-960	40	60,000-68,000	2000
11	5000-5800	200	1000-1200	50	1000-1200	50	70,000-78,000	2000
12	6000-6800	200	1200-1400	50	1200-1400	50	80,000-88,000	2000
13	7000-7800	200	1400-1600	50	1400-1600	50	90,000-100,000	2500
14	8000-8800	200	1600-1800	50	1600-1800	50	102,000-112,000	2500
	9000		1850		1850		115,000	
	10,000		2000		2000		130,000	
	12,000		2 250		2250		150,000	

(1) As submitted to ERC and Sydney Offices (2) £ Sterling = \$4.05

(4) Cruzeiro (Cr\$) = \$0.0513 (Free market rate) or \$0.0606 (official rate)

(3) £ Australian = \$3.25



Tentative for discussion

London, February 16, 1944

Dear Governor:

My recent letter on displaced persons, with which I enclosed a rough sketch, was dictated in rather a hurry so that it might catch the mail, and therefore I did not have time to emphasize some of the points which I wish you or someone else to have in mind in the development of a staff for displaced persons in the United States if anything is to be done before I return.

I propose that in the several branches of the Displaced Persons Division should be included the following activities:

Under the Chief of the Division should come Policy Formulation and Planning. The Chief would assume direct responsibility for carrying out policies and for drawing up schemes in close collaboration with all the branches for the maintenance and repatriation of displaced persons.

Section (1) - Services and Registration would cover non-material relief and welfare activities, including:

- (a) Contact and Registration  
Responsibility for matters involved in first contact with displaced persons (which usually will be made by the military); planning a world-wide registration system as approved by the Administration; and providing for liaison with the several international agencies and with the military;
- (b) Information  
Setting up a system of personal information and advice, modelled on the British Citizens' Advice Bureaux; or, if this service is administered under the Welfare Division, arrange for it to deal with special information needs for displaced persons; the organizing and preparing of special announcements to be issued by the press, radio, etc. for the guidance of displaced persons;
- (c) Health  
Insuring that displaced persons are included in general health arrangements, and that health services are provided in the camps and hostels; insuring quarantine requirements in connection with repatriation;

(d) Personal Care and Rehabilitation

Insuring that special methods are adopted with particular groups, such as the aged, orphans, mentally affected, etc; devising and executing a short-term process of physical and mental training along the lines of occupational therapy, in order to assure the rehabilitation of persons who can be made fit for normal places in society when they return home; providing recreational services and establishing educational facilities for children pending repatriation;

(e) Employment

Establishing a system of employment through contact with all employing agencies and by setting up special projects of required work in order that those who are physically rehabilitated may be kept fit.

Section (2) - Repatriation would cover such services as:

(a) Identification

by the various governments of those whom they recognize as their nationals; the acceptance of the remainder by the Intergovernmental Committee on Refugees; the issuance of temporary identification papers pending such recognition or acceptance;

(b) Allocation of Priorities

in consultation with the governments concerned, to insure that so far as possible the flow of movement is regulated in accordance with the maintenance and the transport situations;

(c) Movement

Planning schemes for moving displaced persons, in collaboration with other sections, and with such international transport organization as may be developed, or with the military.

Section (3) - Operations and Maintenance should cover material relief and welfare, which will include:

(a) Establishment and Maintenance of Camps, Hostels and Billets

Construction or requisition of quarters for all persons assembled under the plan for services to displaced persons; seeing that they are properly equipped and maintained or arranging for necessary billets for housing persons under care;

(b) Establishment of Stores and Supplies

Preparation of requisitions and, where necessary, arrangement for transportation of camp stores and for storage of supplies;



(c) Feeding

Development and carrying out of plans for feeding the residents in camps or hostels, and, where necessary, distribution of food to groups or families for their feeding:

(d) Other Operations

Such other operating services as transport or truck fleet operation where necessary; and required utilities, either through liaison or under direct control.

It is my opinion that this organization arrangement is particularly suited for the Regional Offices. It should also serve as a pattern for actual field operations, but there might well be many reasons why the Washington staff set-up should be different. That staff might more generally be related to Planning, Policy Formulation, Statistical and Reporting Services, without specific reference to operations.

As soon as the Health and Welfare Divisions are organized here, we shall jointly develop our detailed plans for health and medical care and for more specific welfare services to displaced persons.

We are proceeding along these lines with the organization here, unless you have some suggestions for modification.

Faithfully yours,

FRED K. HOEHLER.

Governor Herbert H. Lehman

91' E.R.O.  
1 June 1944

TO: The Director General  
FROM: Fred K. Hoehler FKH  
SUBJECT: Duties of the Displaced Persons Division in  
European Areas

It is highly important that clear cut decisions be made as to the responsibilities and duties of the Displaced Persons Division in European areas prior to my departure for London about June 8. As you know we have made preliminary arrangements for close working relationships between my division and the Displaced Persons Section of SHAEF under General Gullion. In anticipation of the formalization of this arrangement I have recruited eight top flight people in this country to proceed to London and to be associated with the officers assigned by G-5 to be responsible for displaced persons work in the various countries of Western Europe. Additional UNRRA officers are being recruited in London for the same purpose.

In order to clarify responsibilities, I think it best that we consider first the organization which should be established in the field. We can then more properly assess responsibility as between divisions or bureaus of the regional or headquarters office. If the military authorities or the government exercising administrative authority within the area request the assistance of UNRRA in more than one field of UNRRA activity, e.g. care of displaced persons, general health programs, agricultural rehabilitation, etc. I assume that we will appoint a Chief of Mission for the country who will be administratively responsible for the direction of all UNRRA activities and their coordination. On the other hand, if UNRRA is only operating in a country with respect to one function, i.e. displaced persons (for example Germany), I assume that there will be solely a displaced persons unit under a responsible head who represents the Displaced Persons Division and is directly responsible to the Director of Displaced Persons.

Regardless of which of the above arrangements is eventually worked out with the country concerned, I strongly recommend that the total responsibility in the field for the arrangements as to temporary physical care, including food, clothing, shelter, and medical care; as well as identification, registration, movement and care en route of displaced foreigners be lodged with the chief displaced persons officer, insofar as UNRRA assumes responsibility for such matters.



My reasons for this recommendation are as follows:

1. The military has placed the entire responsibility with respect to displaced persons in a single section of G-5. If in any country we have two or more separate units dealing with one unit of the army on various segments of a job which they regard as a single entity, confusion and jurisdictional difficulties will inevitably arise and the military will be far less anxious to have our cooperation and participation.
2. It is clear that registration and arrangements for repatriation can only be carried out in many instances, in connection with the service of providing food and shelter for displaced persons. It will only be possible to keep displaced persons in a given location for identification and screening if arrangements are made for their physical care in that location. We obviously will not have enough staff to duplicate our personnel, providing one group of people in a locality for the physical care of displaced persons and another group to be concerned with identification and arrangements for repatriation.
3. The displaced persons unit will necessarily have to assume responsibility for arranging physical care of persons en route to their homes as a part of travel arrangements. To separate this from the remaining aspects of physical care is artificial and unrealistic.
4. The representatives of allied governments who will be associated with UNRRA for the purpose of identifying their own nationals will also be concerned with the problem of the physical care of their nationals while awaiting return. If they have to deal with two separate units of our organization within the country this will also cause difficulty and confusion.

The above recommendation as to responsibility in the field does not, of course, imply that other divisions of UNRRA do not have an exceedingly important part to play in the handling of the displaced persons problem. Nor does it imply that there should be a separate flow of supplies for displaced persons if UNRRA supplies are entering the country for other purposes. Obviously there will be need for medical personnel and welfare personnel to do the job that lies before us in this field. My conception, however, is that the Health Division and the Welfare Division would assign personnel, as required, to work on their problems under the administrative direction of the displaced persons unit in the country insofar as displaced persons were concerned.

When such personnel is thus assigned to the Displaced Persons operation, the Division of Welfare and the Division of Health will also respectively assign a Welfare Chief and a Health Chief to supervise workers in their respective fields. When technical questions arose,



the health officer or welfare officer assigned for displaced persons would clear these with the chief of the health or welfare unit of the country mission or the regional office if no functional mission was operating in the country.

Attached is a rough chart which may serve to illustrate the plan suggested above for Germany where it is assumed that UNRRA's services other than for Displaced Persons will not be functioning immediately.

The question naturally arises as to the relationship between the Displaced Persons Division and the camp or transient center section of the UNRRA organization. Before discussing this, let me say that I think it should be our policy to stay out of the business of direct operation of camps for displaced persons to the greatest extent possible. I do not believe that we can possibly expect to import sufficient staff to directly operate all the camps or transient centers for displaced foreigners which will be necessary in Europe. Already we are encouraging in London the development of bi-lateral agreements whereby the various allied governments will themselves take the responsibility for the care of other United Nations nationals in their country until such time as they can be repatriated. We should be ready and prepared to assist the various governments in this responsibility as long as these centers are necessary. Our main role, however, should be to expedite the exodus of residents of these centers to their own homes or other place of resettlement.

Regardless of this general principle, however, I agree that we shall probably be concerned with the direct administration of some temporary camps or centers for displaced persons, particularly in Germany and Eastern Europe. I believe that a camp section of the regional or headquarters office can serve a useful purpose in recommending general standards of camp operation and in suggesting general procedures to be followed in the field in the operation of camps. I believe that they can also render a valuable service in recruiting personnel who can be assigned to the displaced persons unit of the country mission for the actual administration of camps, as well as arrangements for registration, movement, etc., should this prove to be necessary. What I would argue strongly against, however, is the establishment of a separate unit in the country mission apart from the displaced persons unit, which would have a separate responsibility for such camps, and by the same token, I would strongly oppose any proposal which would imply that these persons in the field who are dealing with camps for displaced persons have any direct or indirect line of responsibility to a camp section of the regional or headquarters office. Naturally the reports which are forwarded to the regional or Washington office which relate to camp operations would be available to the camp section for their information or suggestions as to policy.

In summary, I recommend that in the field we place clear responsibility on one unit of the field mission for all of the steps to be taken by



UNRRA with respect to displaced foreigners, with a clear recognition that other units of the organization have a responsibility of assigning specialized personnel as required and a responsibility in the regional or headquarters office for giving technical advice and guidance in their appropriate fields. If we do not centralize responsibility in a single unit and delegate sufficient authority to the head of that unit to carry out the responsibility imposed we will hamper the operations of UNRRA to the point of seriously endangering successful accomplishment of its objectives.

Attachment

FKHoehler:em

1 June 44

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

May 31, 1944

TO: The Director General  
FROM: Fred K. Hoehler  
SUBJECT: Duties of the Displaced Persons Division  
in European Areas

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tary authorities or the government exercising administrative authority within the area request the assistance of UNRRA in more than one field of UNRRA activity, e.g. care of displaced persons, general health programs, agricultural rehabilitation, etc. I assume that we will appoint a Chief of Mission for the country who will be administratively responsible for the direction of all UNRRA activities and their coordination. On the other hand, if UNRRA is only operating in a country with respect to one function, i.e. displaced persons (for example Germany), I assume that there will be solely a displaced persons unit under a responsible head who represents the Displaced Persons Division and is directly responsible to the Director of Displaced Persons.

Regardless of which of the above arrangements is eventually worked out with the country concerned, I strongly recommend that the total responsibility in the field for the arrangements as to temporary physical care, including food, clothing, shelter, and medical care; as well as identification, registration, movement and care en route of displaced foreigners be lodged with the chief displaced persons officer, insofar as UNRRA assumes responsibility for such matters.

My reasons for this recommendation are as follows:

1. The military has placed the entire responsibility with respect to displaced persons in a single section of G-5. If in any country we have two or more separate units dealing with one unit of the army on various segments of a job which they regard as a single entity, confusion and jurisdictional difficulties will inevitably arise and the military will be far less anxious to have our cooperation and participation.
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When such personnel is thus assigned to the Displaced Persons operation, the Division of Welfare and the Division of Health will also respectively assign a

Welfare Chief and a Health Chief to supervise workers in their respective fields. When technical questions arose, the health officer or welfare officer assigned for displaced persons would clear these with the chief of the health or welfare unit of the country mission or the regional office if no functional mission was operating in the country.

Attached is a rough chart which may serve to illustrate the plan suggested above for Germany where it is assumed that UNRRA's services other than for Displaced Persons will not be functioning immediately.

The question naturally arises as to the relationship between the Displaced Persons Division and the camp or transient center section of the UNRRA organization. Before discussing this, let me say that I think it should be our policy to stay out of the business of direct operation of camps for displaced persons to the greatest extent possible. I do not believe that we can possibly expect to import sufficient staff to directly operate all the camps or transient centers for displaced foreigners which will be necessary in Europe. Already we are encouraging in London the development of bi-lateral agreements whereby the various allied governments will themselves take the responsibility for the care of other United Nations nationals in their country until such time as they can be repatriated.



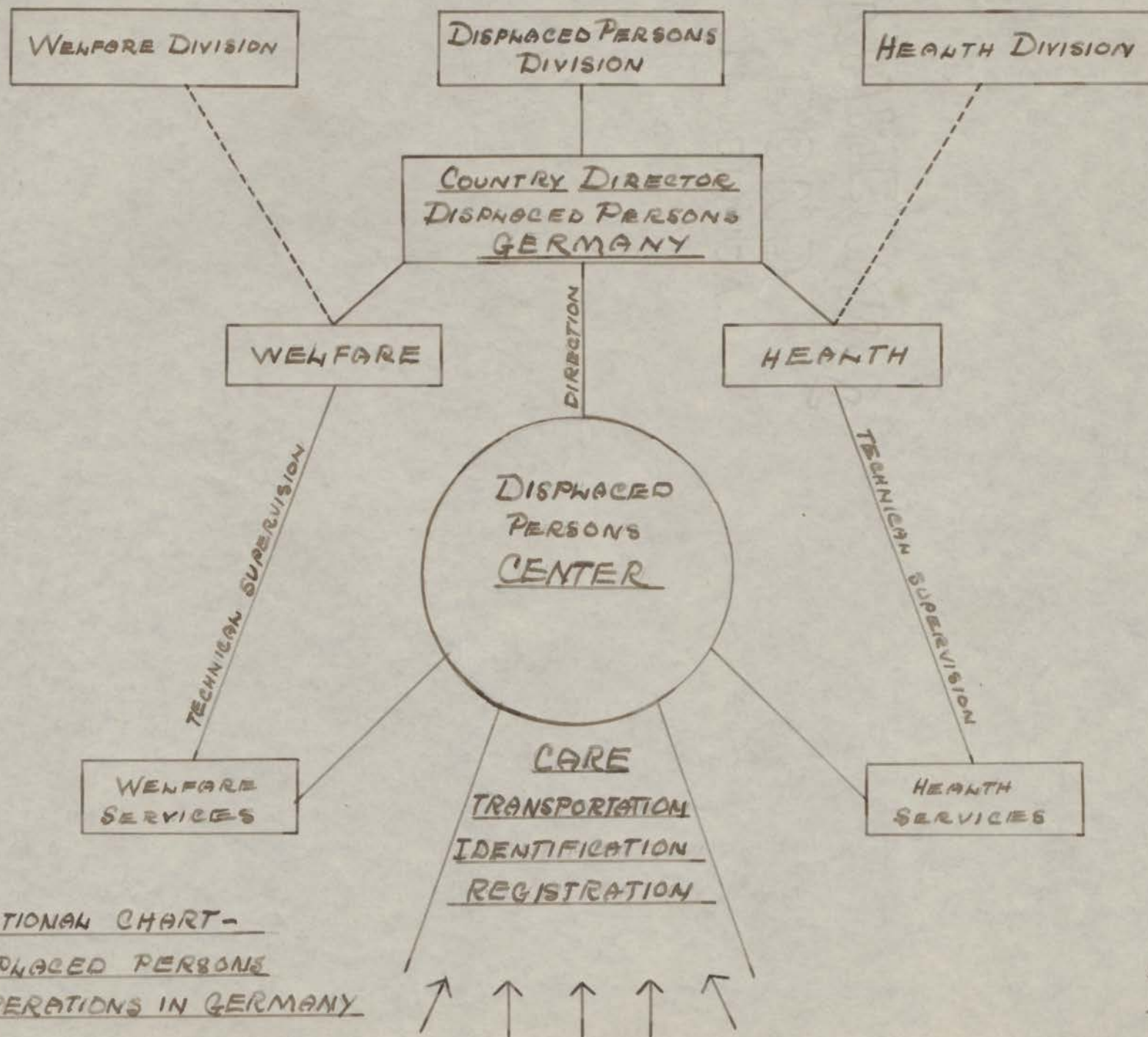
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In summary, I recommend that in the field we place clear responsibility on one unit of the field mission for all of the steps to be taken by UNRRA with respect to displaced foreigners, with a clear recognition that other units of the organization have a responsibility of assigning specialized personnel as required and a responsibility in the regional or headquarters office for giving technical advice and guidance in their appropriate fields. If we do not centralize responsibility in a single unit and delegate sufficient authority to the head of that unit to carry out the responsibility imposed we will hamper the operations of UNRRA to the point of seriously endangering successful accomplishment of its objectives.





FUNCTIONAL CHART -  
DISPLACED PERSONS  
OPERATIONS IN GERMANY

F.K.H.-C.F.E.  
5/31/44

London. February 21, 1944.

Dear Sir Frederick:

Thanks for your study of my letter of February 16 to Governor Lehman on the displaced persons' organization here. The comments will be very useful.

The letter was written on the assumption that this job would be done in many instances by the governmental authorities of the various countries, and also with complete acceptance of the fact that most of the resources - personnel and otherwise - for carrying out this job will have to be drawn from the countries and the governments on the Continent.

I have been working rather closely with some of the repatriation schemes, and have, at the invitation of the Chairman or the Director of Repatriation, been able to sit down and discuss these matters with representatives of Belgium, the Netherlands, Norway, France, Czechoslovakia and Poland, so that I have fairly detailed information on what they are doing; and this will all be respected.

I do not feel, however, that in our line-up of responsibilities we can go too far in taking things for granted, and we must have plans to meet any situation which might require complete operation on the part of UNRRA, even though such may never turn out to be the responsibility of the Administration.

Yours sincerely,

Fred K. Hoehler.

Sir Frederick Leith Ross.

Attention Messrs. Dudley Ward and J.H. Gorvin



Mr Hoehler

Mr S. W. [unclear]

Copy for Sir Frederick Leith Ross.

Mr. [unclear]

I am not sure whether  
You has taken full  
app of the National Auth intres  
the need for working with  
Allied representatives in dealing  
with their nations also in enemy countries.

This is Hoehler's job -  
but he will no doubt be glad to  
have any comments. W.S. 1/12

London. February 16, 1944.

Dear Governor: I understand that most of the allied countries  
have worked out their own repatriation schemes. My recent letter on displaced persons, with which I  
enclosed a rough sketch, was dictated in rather a hurry so  
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and Planning. The Chief would assume direct responsibility  
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collaboration with all the branches for the maintenance and  
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Section (1) - Welfare Services and Registration would cover  
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military); planning a world-wide registration system  
as approved by the Administration; and providing for  
liaison with the several international agencies and with  
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(b) Information

Setting up a system of personal information and advice,  
modelled on the British Citizens' Advice Bureaux; or,  
if this service is administered under the Welfare Division,  
arrange for it to deal with special information needs for  
displaced persons; the organizing and preparing of special  
announcements to be issued by the press, radio, etc., for  
the guidance of displaced persons:

(c) Health

Insuring that displaced persons are included in general  
health arrangements, and that health services are provided  
in the camps and hostels; insuring quarantine requirements  
in connection with repatriation:

In conjunction  
with medical  
authorities  
W.S.



(d) Personal Care and Rehabilitation

Insuring that special methods are adopted with particular groups, such as the aged, orphans, mentally affected, etc.; devising and executing a short-term process of physical and mental training along the lines of occupational therapy, in order to assure the rehabilitation of persons who can be made fit for normal places in society when they return home; providing recreational services and establishing educational facilities for children pending repatriation:

? largely done  
by national  
authorities.

(e) Employment

Establishing a system of employment through contact with all employing agencies and by setting up special projects of required work in order that those who are physically rehabilitated may be kept fit.

Section (2) - Repatriation would cover such services as:

(a) Identification

by the various governments of those whom they recognize as their nationals; the acceptance of the remainder by the Intergovernmental Committee on Refugees; the issuance of temporary identification papers pending such recognition or acceptance:

(b) Allocation of Priorities

in consultation with the governments concerned, to insure that so far as possible the flow of movement is regulated in accordance with the maintenance and the transport situations:

(c) Movement

Planning schemes for moving displaced persons, in collaboration with other sections, and with such international transport organization as may be developed, or with the military.

Section (3) - Operations and Maintenance should cover material relief and welfare, which will include:

(a) Establishment and Maintenance of Camps, Hostels and Billets

Construction or requisition of quarters for all persons assembled under the plan for services to displaced persons; seeing that they are properly equipped and maintained or arranging for necessary billets for housing persons under care:



(b) Establishment of Stores and Supplies

Preparation of requisitions and, where necessary, arrangement for transportation of camp stores and for storage of supplies:

(c) Feeding

Development and carrying out of plans for feeding the residents in camps or hostels, and, where necessary, distribution of food to groups or families for their feeding:

(d) Other Operations

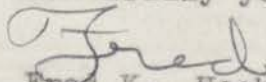
Such other operating services as transport or truck fleet operation where necessary; and required utilities, either through liaison or under direct control.

It is my opinion that this organization arrangement is particularly suited for the Regional offices. It should also serve as a pattern for actual field operations, but there might well be many reasons why the Washington staff set-up should be different. That staff might more generally be related to Planning, Policy Formulation, Statistical and Reporting Services, without specific reference to operations.

As soon as the Health and Welfare Divisions are organized here, we shall jointly develop our detailed plans for health and medical care and for more specific welfare services to displaced persons.

We are proceeding along these lines with the organization here, unless you have some suggestions for modification.

Faithfully yours,

  
Fred K. Hoehler.

Governor Herbert H. Lehman



## DISPLACED PERSONS DIVISION

NOTE: The description of functions below and the accompanying chart are extremely tentative. The function of welfare services, for example, is included with full recognition that this function will probably be the responsibility of the Welfare Division; at the present time, however, the Welfare Division in the London Office is not organized. Considerable doubt exists as to the responsibility for various aspects of the operations and maintenance of camps e.g. construction and feeding. The present draft of functions, with minor changes, is based on Fred Hoehler's draft of February 16, but there is some feeling that organisation of the Division along regional rather than functional lines might be preferable.

Chief of Division general direction of the work of the division; acts as Secretary to the Technical Sub-committee on Displaced Persons. To be assisted by a Deputy Chief and a staff conference of heads of sections to deal with policy formulation and planning including collaboration with and taking over from the military authorities; preparation of statistics; supervision of operations in the field; recruitment and training of personnel; finance; issue of information to other authorities and to general public, etc.

### 2 - Welfare Services and Registration Section

#### (a) Contact and Registration

Responsibility for matters involved in first contact with displaced persons; planning a registration system; organising a system for putting members of separated families in communication.

#### (b) Information

Setting up a system of personal information and advice, modelled on the British Citizens' Advice Bureaux; or, if this service is administered under the Welfare Division arranging for it to deal with special information needs for displaced persons; the organizing and preparing of special announcements to be issued by the press, radio, etc., for the guidance of displaced persons.

#### (c) Personal Care and Rehabilitation

Ensuring that special methods are adopted with particular groups, such as the aged, orphans, mentally affected, youth, etc.; devising and executing a short-term process of physical and mental training along the lines of occupational therapy, in order to assure the rehabilitation of persons who can be made fit for normal places in society when they return home; providing recreational services and establishing educational facilities for children pending repatriation.

#### (d) Employment

Establishing a system of employment through contact with all employing agencies and by setting up special projects of required work in order that those who are physically rehabilitated may be kept fit.

(e) Arranging for the claims of displaced persons on enemy debtors to be dealt with by the appropriate authority.

(f) Liaison with Welfare Division and with voluntary societies engaged in displaced persons work.

### Registration Section (*Refugees*)

(a) National Recognition by the various governments of those whom they recognize as their nationals; the acceptance of the remainder by the Intergovernmental Committee on Refugees; the issuance of temporary identification paper pending such recognition or acceptance.



(b) Allocation of Priorities in consultation with the governments concerned; ensuring that so far as possible the flow of movement is regulated in accordance with the maintenance and the transport situations; working out the extent and nature of any necessary "stand-still" arrangements.

(c) Movement - Planning Schemes for moving displaced persons, in collaboration with other sections, and with such international transport organization as may be developed, or with the military. Working out estimates for movement - scale, categories, time and directions.

(d) Care and maintenance of displaced persons during movement.

(e) Health - Ensuring that displaced persons are included in general health arrangements; ensuring quarantine requirements in connection with repatriation.

Operations and Maintenance Section.

(a) General responsibility (except in respect of services specified under other sections) for the care and maintenance of all displaced persons both before and during their collection at Assembly and other centres.

(b) Planning, Establishment and Maintenance of Camps, Hostels and Billets. Planning location, requisitioning, construction or adaptation and organisation of quarters for all persons assembled under the plan for service to displaced persons; seeing that they are properly equipped and maintained or arranging for necessary billets for housing persons under care; eventual liquidation of accommodation.

(c) Stores and Supplies Estimating, preparing requisitions and, where necessary, arranging for the movement of camp stores and supplies, and for their storage; issuing food and clothing as required to displaced persons in Assembly and other Centres.

(d) Feeding Development and carrying out of plans for feeding the residents in camps or hostels and, where necessary, distribution of food to groups or families for their feeding.

(e) Other Operations Where necessary, providing and operating material services such as road transport for supplies and required utilities, either through liaison with the appropriate authorities or under direct control.



DISPLACED PERSONS DIVISION

TENTATIVE DRAFT

1. CHIEF OF DIVISION T.T. SCOTT  
2. SECRETARY  
\*\*\*  
3. DEPUTY CHIEF

FIELD MISSION PERSONNEL

5 CHIEFS OF DISPLACED PERSONS  
SECTIONS IN FIELD MISSIONS -  
NONE AS YET EMPLOYED.

REGISTRATION AND WELFARE  
SERVICES SECTION

4. HEAD OF SECTION E. CARTER 1625  
5. A. O. II MRS. NICHOLLS 560  
6. PRIN. OFFICER 800-1100  
7. A. O. I 600-900

REPATRIATION SECTION

8. HEAD OF SECTION DR. LANGROD 1625  
9. ADM. ASST. MRS. ZEGRZE 380  
10. PRIN. OFFICER 800-1100  
11. A. O. I 600-900

OPERATIONS AND MAINTENANCE  
SECTION

12. HEAD OF SECTION M. DALIERNEUX 1625  
13. SECRETARY MRS. MERCHX  
14. PRIN. OFFICER 800-1100  
15. A. O. I 600-900



6.

5. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with those of other international, governmental, and non-governmental agencies engaged in displaced persons activities.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Justification of  
Personnel Requirements  
of the

DISPLACED PERSONS DIVISION

I. PURPOSE, PROGRAMS AND OBJECTIVES

The positions herein requested are for the purpose of enabling the Director General, through his Director of the Displaced Persons Division, to adequately discharge his responsibilities of furnishing competent technical assistance to the Council and its committees, to formulate the program in which the Administration will engage on behalf of displaced persons, to plan and coordinate for the basic activities of the Administration in the field through the development of policy and procedural directives based upon information furnished by the regional and field offices, and to carry out the general administrative processes incident to the orderly operation of a public office.

This over-all purpose will be carried out by the institution of the following programs:

- Dep. Director*
1. The assembling and presenting of information required by the Committee of the Council on Displaced Persons.
  2. The formulation, development and presentation of policies for the consideration and approval of the Director General and the Committee on Displaced Persons.
  3. The planning, developing and presenting to the Director General, or to such officer, or officers, as he may designate, of detailed procedures for the guidance and direction of regional and field office personnel of the Administration; and, after approval, directing the publication and distribution of such procedures.
- Assoc. Review*



4. The making of provision for the receipt and analysis, from the standpoint of their policy and procedural significance, of regular and special narrative and statistical reports from the regional offices.

5. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with the wishes of the governments of the displaced persons nationals, and of the governments of the territories in which they are found or lodged.

6. Through negotiation and policy and procedural directives to coordinate the displaced persons activities of the Administration with <sup>those of other international, governmental, and non-governmental agencies engaged in displaced persons activities</sup> ~~the wishes of the governments of the displaced persons nationals, and of the governments of the territories~~ in which they are found or lodged.

7. To negotiate and cooperate with the appropriate military authorities in respect of those activities which may properly be engaged in by this Administration on behalf of the interests of Displaced Persons.

8. Make written reports at regular and special intervals to the Director General and the Committee on Displaced Persons on the overall progress of the displaced persons plans and activities of the Administration.

9. Develop standards for the recruitment of personnel essential to the needs of the missions in the field and to cooperate with the training facilities operated by the Administration for the development of effective field operations.

10. Initiate and maintain essential contacts with interested organizations, agencies, and individuals whose programs, though not requiring official coordination with UNRRA activities, are none the less in need of intelligence regarding them. (e.g., American Public Welfare Association, National Planning Association, etc.)
11. Processing appropriate correspondence arriving from individuals and organizations dealing with special questions regarding UNRRA services and operations in behalf of Displaced Persons.
12. Consultation and conference with the many individuals who personally appear at the offices of the Division seeking information and advice regarding the work of the Division in general and requesting the aid of the Division in problems pursuant to them but touching upon UNRRA's activities.
13. Make provision for performing of such other duties or responsibilities as the Director General may assign to the Division.

The objective of the above functions and responsibilities is to assure expeditious, efficient and humane planning and coordination between the Administration, United Nations governments, the appropriate military authorities, and other international, governmental and non-governmental agencies engaged in displaced persons activities.

*Review  
Statistics*



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

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Draft: JPChamberlain:GLWarren  
January 7, 1944

Division on Displaced Persons

There is established a Division on Displaced Persons, the head of which shall be known as the Chief of Division on Displaced Persons. The functions, powers and duties of the Division on Displaced Persons and the head thereof shall be as follows:

Under the general direction of the Director General:

To assist the Director General in negotiations with respect to displaced persons with governmental or military authorities in countries in which displaced persons are found or to which they are to be repatriated or returned or through which they are to pass;

To assist the Director General in negotiations with the Intergovernmental Committee on Refugees and the International Committee of the Red Cross with respect to their functions with regard to displaced persons and their collaboration with UNRRA.

Under the direction of the Senior Deputy Director General:

To make plans, in consultation with other technical divisions and the Bureau of Areas, for the care of displaced persons and for the repatriation or return of displaced persons and their reception in countries of destination;

To plan and devise methods for the location and identification of displaced persons and to secure agreement on uniform documentation;

To collect and disseminate, in the proper quarters, information on the numbers, location and condition of displaced persons;

To advise on special requirements in the registration of such persons;

To assist in arranging for determination of the citizenship of such persons by the representatives of the governments of which they claim to be citizens;

To advise on the formulation of instructions to displaced persons, directing them to reception centers, and with respect to arrangements for registration, medical examinations, the presentation of citizenship claims, personal communications, and other steps preparatory to repatriation or return;

To cooperate with the Division of Health in planning health measures;

To plan, in collaboration with the other technical divisions and the Bureau of Areas for necessary travel documents and for the transportation of displaced persons to their countries of destination;

To consult with and advise the Bureau of Areas, Area Divisions, and Field Missions in the formulation of area plans and in the revision of such plans;



To arrange with the Bureau of Areas for observation in the field of the execution of plans formulated by the division;

To assist area divisions and field missions in the solution of problems referred to it by such divisions and missions;

Within broad predetermined policies, to assist in recruiting, recommending for selection and training personnel for headquarters, the regional offices and field staffs;

As required, to serve as a representative of the Director General or to render assistance as a member of the Secretariat on the technical standing Committee on Displaced Persons or on any of its subcommittees.

To coordinate the activities of the Division on Displaced Persons established in the several regional offices and to prescribe the policies and procedures with respect thereto;

To give, through established organization channels, technical direction to regional office and field mission personnel assigned to handling groups of displaced persons;

To keep records of the numbers and location of displaced persons and to prepare reports on the work of the Division.

Draft: HKHerwitz  
January 3, 1944

Division on Displaced Persons

There is established a Division on Displaced Persons, the head of which shall be known as the Chief of Division on Displaced Persons. (Under the general direction of the Senior Deputy Director General.) The functions, powers and duties of the Division on Displaced Persons and the head thereof shall be as follows:

*Under the general direction of the S.D.D.*

To assist the Director General in negotiations with respect to displaced <sup>persons</sup> ~~populations~~ with governmental <sup>authorities</sup> ~~authorities~~ in countries in which (alien) displaced <sup>persons</sup> ~~populations~~ are <sup>found</sup> ~~situated~~ or in the countries of origin of such populations; *to which they are to be repatriated or returned or from which they will pass.*

To assist the Director General in negotiations with the International <sup>Committee of the</sup> ~~Governmental~~ Committee on Refugees and the International Red Cross with respect to <sup>their functions</sup> ~~the care~~ <sup>with regard to</sup> ~~and relocation of~~ displaced persons;

To plan and devise methods for the identification, (location and documentation of <sup>displaced</sup> ~~groups of~~ persons residing in a liberated area who have been displaced from their homes in another country;

To advise on special requirements in the registration of such persons;

To determine details of documentation required as proof of nationality by governments of the territory to which these persons are to be returned;



To assist in arranging for the examination of claims of citizenship of such persons by government representatives of destination countries;

To plan, in cooperation with the Division of Health, for health examinations at the border by destination countries;

To assist in arranging for necessary travel documents

To plan, in collaboration with the other technical divisions and the Bureau of Areas and the several regional offices, for the transportation of such displaced persons to the country in which they formerly resided;

To consult with and advise Area Divisions and Field Missions in the formulation of area programs and in the revision of such programs;

As required, to observe in the field the execution of programs formulated by the division;

To furnish technical assistance to area divisions and field missions in the solution of problems referred to it by such divisions and missions;

Within broad predetermined policies, to assist in recruiting and training personnel for headquarters and field staffs;

As required, to serve as a representative of the Director General or as a member of the Secretariat on the technical standing Committee on Displaced Persons.

To give, thru established org agents, channels, technical direction to personnel assigned to handling ~~person~~ groups of displaced persons.

To coordinate the activities of the Division of Displaced Persons in the several regional offices and present the policies and procedures relating to such activities.

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UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

29 March 1945

TO: Thomas M. Cooley, II  
FROM: Corrington Gill *gill*  
SUBJECT: Informal Requests for Budget Increases.

Your two memoranda dated 26 March, one concerning a position on the Headquarters Staff for Far East operations and one concerning a budget line for Switzerland, have been forwarded to Linton Smith for his information. I assume you are proceeding in the usual manner as set forth in Administrative Order 10 and Administrative Order 52 to submit these requests through the regularly established channels.

c.c. William F. Howell  
Linton Smith



6 April 1944

To: Sir Arthur Salter  
From: Fred K. Hoehler  
Subject: Status of Cairo Office and Relation of Balkan  
Mission to Washington and London

Discussions in London and my own concern for our relations with the field lead me to raise questions on the status of the Cairo Office and the relation of the Balkan mission to Washington and London.

It is important that we avoid setting up a policy-making body in Cairo, and it is equally important that the Cairo responsibility centers in the European Regional Office. These are my reasons for this opinion:

1. It would be administratively unsound to attempt to maintain two regional offices, one in London and one in the Far East, and in addition set up a separate area operation directly responsible to Washington.
2. London, as the European headquarters, is the logical center for over-all European operations. Much of the planning for the countries involved in the Cairo and Balkan operations has already been done in London. For some time the governments of Greece and Yugoslavia have had their government offices in London. It is only recently that they were moved to Cairo and much of their important work is still being done in London. This is particularly true in the operations of health and displaced persons in which there is a close relationship between the Balkan States and the rest of Europe. Any attempt to handle these two problems which are distinctly international in their relationship from two offices for the same region would, I fear, result in confusion and possible disaster.
3. It is obvious to me after having spent seven months in London that the major decisions relative to the Middle East and the Balkans will be made in the War Office and in the other British government agencies because of their longtime intimate relationship to the Middle East and the Balkans. General Maitland Wilson, General Hughes, and others concerned with military

operations in the Balkans visit London and the War Office frequently, whereas they would scarcely have the time or the opportunity to come to Washington.

4. Because of conversations of a secret nature which I have had with military authorities in London, I am sure that there is still a very definite and important relationship between General Eisenhower, Supreme Commander for the Allied Expeditionary Forces, and the operations in the Mediterranean. I can give you these in personal conversation, but cannot attach this information to any memorandum.
5. In the field of communications, there is little doubt that contact with the Middle East would be much more immediate from London than from Washington. Transportation certainly is quicker and more frequent between London and Cairo than it could possibly be between Washington and Cairo. Cable communications leaving Washington have a first screening and go through London where there is a second screening. If the direction of the Cairo office rested in London, cable communication would be much more rapid.
6. The matter of supply which may be an argument for maintaining control of the Cairo office in Washington is not important, as the major supply problem for a long period will be the responsibility of the Army authorities and not civilian. Much of what will be used over there is already in the territory or will be shipped from the United Kingdom.

The accumulation of experience in London in relation to the Balkan operations will be extremely important in view of the fact that the Director General will have his headquarters in London when operations open on the Continent. This same experience will be invaluable to those who have the immediate responsibility for the larger program in all of Europe. This will provide for a single operation covering the entire European Continent, just as at the moment that Continent must be the subject for over-all planning for Health and Displaced Persons.

FKHoebler:jf  
6 april 44



DRAFT - 24TH AUGUST, 1945

D.P.

PRINCIPLES OF AGREEMENT WITH RESPECT TO ASSUMPTION OF U.N.R.R.A.  
RESPONSIBILITY FOR DISPLACED PERSONS OPERATIONS IN GERMANY

The American, British and French Governments request U.N.R.R.A. to assume certain responsibilities for operations for displaced persons in Germany.

Resolution 71 of the U.N.R.R.A. Council authorizes the Administration to make agreements with the Governments or occupying authorities in control of areas in Germany for the care and transportation of displaced persons, provided that the basic supplies equipment and transportation, whether indigenous or imported, necessary for the care and transportation of displaced persons within Germany shall not be a charge on the resources of the Administration.

The Commanders-in-Chief of the American, British and French zones of occupation in Germany are agreed on the following principles with respect to the assumption by U.N.R.R.A. of greater responsibility for displaced persons operations in Germany, and that detailed agreements shall be prepared setting out the methods by which these principles shall be implemented.

1. Care of Displaced Persons

(a) As of 1st November, 1945 U.N.R.R.A. will assume responsibility for the staffing and administration of all displaced persons assembly centres in Germany; the welfare and care of all displaced persons within the authority of U.N.R.R.A. will be the responsibility of U.N.R.R.A.

(b) Persons to be cared for: U.N.R.R.A. will care for United Nations displaced persons (other than nationals of the U.S.S.R.), Italian nationals, stateless persons and enemy and ex-enemy nationals who have been obliged to leave their homes by action of the enemy because of race, religion or activities in favour of the United Nations.

(c) The respective armies will be responsible for bringing displaced persons into assembly centres; U.N.R.R.A. will have responsibility for admission to assembly centres and for determining whether displaced persons fall within the categories of displaced persons whom U.N.R.R.A. is authorized to assist.

(d) The respective armies retain the responsibility for the enforcement of law and order with respect to displaced persons.

(e) U.N.R.R.A. shall have the right to arrange the movement of displaced persons between the different assembly centres, having regard to the facilities available for different categories of displaced persons in the different assembly centres; the respective armies will provide the transport for such movement.

2. Responsibility for Supplies

(a) The respective armies will continue to retain responsibility for furnishing installations, basic supplies, equipment and transportation, whether indigenous or imported, necessary for the care and transportation of displaced persons within Germany.

(b) The respective armies will be responsible for the distribution of basic supplies in Germany to assembly centres; U.N.R.R.A. will be responsible for their distribution within the assembly centres.

(c) U.N.R.R.A. will be responsible for the procurement and financing of supplementary amenity supplies but the respective armies will be

/ responsible



responsible for their distribution in Germany to the assembly centres.

(d) The basic supplies furnished by the respective armies for the maintenance of displaced persons will be sufficient to provide a reasonably adequate standard having regard to the privations suffered by displaced persons in the past; this standard shall in any event be not less than the standard of the German population in the vicinity of the assembly centres concerned.

(e) U.N.R.R.A. is authorized to extend assistance to displaced persons who have been obliged to leave their homes by action of the enemy because of race, religion or activities in favour of the United Nations. Where such persons are found outside assembly centres, U.N.R.R.A. will extend assistance to them where administratively practicable. The military authorities will furnish supplies and services to such persons in accordance with arrangements agreed upon with U.N.R.R.A. for specific communities wherein such persons are found.

### 3. Medical Services for Displaced Persons

The respective armies will secure hospitalization services for displaced persons when requested by U.N.R.R.A. to do so either by providing military facilities or by making available indigenous medical facilities; U.N.R.R.A. doctors will continue to operate in the assembly centres.

### 4. Movement and Repatriation of Displaced Persons

(a) The respective armies will continue to furnish transportation for the movement of displaced persons within Germany.

(b) Respective responsibility for repatriation operations will be dealt with in a separate agreement; pending the conclusion of such agreement the military authorities will continue to be responsible for the repatriation of displaced persons.

### 5. Facilities, Services and Transport

(a) The respective armies will continue to furnish U.N.R.R.A. personnel with facilities such as accommodation, messing, canteen services, A.P.O. and P.X., military sales stores, quartermaster stores, medical and dental services and hospitalization, against reimbursement by U.N.R.R.A. or the personnel involved. Messing facilities may be provided either by admission to military messes or by the provision of supplies for U.N.R.R.A. messes.

(b) The respective armies will furnish necessary communication facilities to U.N.R.R.A. against reimbursement.

(c) The respective armies will make available vehicles for the transport of U.N.R.R.A. staff and will provide P.C.L. and maintenance services. U.N.R.R.A. will reimburse the armies for the use of such vehicles and the provision of such services.

### 6. Finance

The armies concerned will make available to U.N.R.R.A. without charge all German currency which U.N.R.R.A. requires for any expenditure in Germany connected with its operations.



Dear Red:

January 24, 1945.

I hope my wire concerning Charlie Alspach's assignment to Caserta met your requirements. This wire was repeated to Cochran at AFHQ.

I talked with Cochran while he was here, and explained the contents of my letter written to him while I was in Caserta. This letter specifically stated that the Displaced Persons Liaison Officer to AFHQ would be appointed by you with the approval of Sir William Matthews, and would serve under your direction, for administrative services and aids in Caserta to Cochran. He would use the facilities and the good offices of Governor Cochran's staff for negotiations with AFHQ on transport, shipping, etc. Where necessary, these negotiations would go through Governor Cochran; or, at the very least, Governor Cochran would be kept informed of every step in negotiations.

Your Liaison Officer in Caserta would have as one of his principal functions that of providing information on D.P. operations and on D.P. policies to Governor Cochran, and through him to AFHQ. This, in my opinion, provides a broad policy and direction under which you can operate with AFHQ, always with the understanding that reports on the activities of your Liaison Officer come through your office.

Yours sincerely,

Fred K. Hoehler.

Mr. C.M. Pierce,  
Cairo.

Original by Air Bag  
Copy with Mr. Farber  
" to Mr. T.M. Cooley <



Dear Red,

January 24, 1945.

This letter, I hope, will be delivered by Al. Farber, who during his stay in London has, I think, sufficiently impressed on all of us the need for adequate information to the field, so that there will be no real hitch in that direction in the future.

When there are more than one or two theatres operating, I propose to establish a system of information clearance which will permit us to send all information and other matter related to activities, not only in the Balkans, but in the international outreaches of the displaced persons job.

As the various Missions enter the countries which they will serve, they will be plying with a number of questions and requests on behalf of nationals scattered throughout the world. Specific requests should be forwarded at once by cable to the Regional Office responsible for the particular operation, with repeats to me in Washington or wherever I am located (and you will have this information very definitely before long). This will enable me to follow through on getting the answers to the requests by having the replies also repeated to my own establishment.

In connection with the organization of our Headquarters Staff, I will have two or three men constantly circulating - I will be one of them! Their purpose will be to bring to you the latest possible information, carrying documents of interest direct to your office, and bringing away documents or copies of documents which will be important to the Headquarters Office in the preparation of its various reports on displaced persons activities. The make-up of such a staff is as yet to be determined, but there will be one person of junior or intermediate grade doing a courier job of collecting information, statistics and narrative material. There will be someone at the Headquarters Office who will actually compile the information into an adequate and readable report. Other sojourners, like myself, will be in the field particularly to keep you informed, give you what encouragement we can, and help you meet your problems on the spot, especially where they involve broad policy questions and relationships to governments.

Before this staff is actually "frozen" to the point of permanent organization, I hope I can visit Cairo, or any point where you may be located, for the purpose of discussing with you and your staff our contemplated plans.

Because of the world outreach, it may be necessary to centre all of this activity in Washington, and give Tom Cooley the responsibility for directing this type of coordinated effort. This will enable Cooley or anyone else to keep in touch with me, no matter where I am, and in addition he would have the authority to make policy decisions in Washington without reference to anyone except the Director General.

I am convinced after our meeting in Rome and my various visits to places in this theatre that displaced persons in UNRRA must be set up as a vertical, international operation, rather than as a series of layers, which might very easily mean the complete loss or neglect of one or the other layer due to nothing more than inadequate procedure and organization.

I shall ask Cooley, who is in London at the moment, to begin today on the drafting of such an organizational plan for our discussion, and will send you a copy of whatever we jointly feel must be the arrangement. This will be discussed with the Director General when I return to the States within the next ten days.

Yours sincerely,

Fred K. Hoehler.

Mr. C.M. Pierce,  
Cairo.

Original with Mr. Farber

Copy by Air Bag

" to Mr. Thomas M. Cooley  
" " " " T. Scott