

VOLUNTARY AGENCY MATERIAL
(GENERAL)

Disc. 1946

VOLUNTARY AGENCY AGREEMENTS.

<u>Name and Description</u>	<u>File</u>
<u>AMERICAN JOINT DISTRIBUTION COMMITTEE</u> - Work with Displaced Persons in Germany	A.J.D.C. - Germany.
<u>AMERICAN JOINT DISTRIBUTION COMMITTEE</u> <u>AND WORLD ORT</u> - Work with Displaced Persons in Germany.	A.J.D.C. - Germany.
<u>AMERICAN FRIEND'S SERVICE COMMITTEE</u> - Displaced Persons in Germany.	A.F.S.C. - Germany.
<u>AUSTRALIAN RED CROSS</u> - Agreement con- cerning the two teams now serving in Greece.	Australian Red Cross - Greece.
<u>AD HOC SUBCOMMITTEE ON WELFARE FOR THE</u> <u>FAR EAST.</u>	China.
<u>BRITISH RED CROSS</u> - Agreement on work for Displaced Persons in British Zone.	British Red Cross -Germany
<u>BELGIAN RED CROSS</u> - Work with Displaced Persons in Germany.	Belgian Red Cross - Germany.
<u>BALKANS</u> - Agreement as to the conditions of service of UNRRA personnel serving in the Balkans at the request of the military authorities (including members of Voluntary Agencies).	Cairo
<u>COUNCIL OF BRITISH SOCIETIES FOR RELIEF</u> <u>ABROAD.</u> - Conditions of service for Voluntary Societies during Military Period.	C.O.B.S.R.A.
<u>GREEK RED CROSS</u> - Work with Displaced Persons in Germany.	Greek Red Cross - Germany.
<u>INTERNATIONAL RED CROSS</u> - Work with Dis- placed Persons in Germany.	International Red Cross - Germany.
<u>ITALIAN RED CROSS</u> - D.P. and Research Work.	Italian Red Cross - Germany.
<u>JEWISH AGENCY FOR PALESTINE</u> - Work with Displaced persons in Germany.	Jewish Agency for Palestine - Germany.
<u>JEWISH COMMITTEE FOR RELIEF ABROAD</u> - Displaced Persons in Germany.	Jewish Committee for Relief Abroad - Germany.

MENNONITE CENTRAL COMMITTEE - Mennonite Service unit to be attached to Italian Mission of UNRRA.

Mennonite Central Committee -
I T A L Y

NETHERLANDS RED CROSS - Displaced persons in Germany.

Netherlands Red Cross -
G E R M A N Y

NATIONAL CATHOLIC WELFARE CONFERENCE - Displaced Persons in Germany.

N.C.W.C. - G E R M A N Y.

NEW ZEALAND COUNCIL OF ORGANIZATIONS FOR RELIEF OVERSEAS. -

New Zealand Council File.

POLISH WAR RELIEF - Displaced Persons in Germany.

Polish War Relief -
G E R M A N Y.

POLISH RED CROSS - Displaced Persons in Germany.

Polish Red Cross -
G E R M A N Y.

SHAEF - Use of United Nations Voluntary Welfare Organizations under UNRRA coordination for work with Displaced Persons in Germany.

SHAEF-UNRRA Agreement.

SHAEF - Conditions of service for UNRRA personnel serving with the military.

SHAEF-UNRRA Agreement.

SWISS RELIEF FOR VICTIMS ABROAD - Displaced Persons in Germany.

Switzerland.

SUBCOMMITTEE ON WELFARE FOR EUROPE - Psychological problems of Displaced Persons.

D.P. Program.

REFUGEE RELIEF TRUSTEES - Displaced Persons in Germany.

Refugee Relief Trustees -
G E R M A N Y.

REFUGEE RELIEF TRUSTEES - Displaced Persons in Germany.

Refugee Relief Trustees -
G E R M A N Y.

VOLUNTARY AGENCIES - Use of United Nations Voluntary organizations under UNRRA coordination for work with Displaced Persons in Germany.

GERMANY.

AMERICAN JOINT DISTRIBUTION COMMITTEE - Notes on Public and Private Agency operations in Overseas Relief Activities.

A.J.D.C. - N. AFRICA.

MISCELLANEOUS ITEMS PERTAINING TO AGREEMENTS

<u>Name and Description.</u>	<u>File.</u>
<u>Administrative Order #36 - Living Allowance</u> Paid to employees serving abroad.	WASHINGTON
<u>Administrative Order #75 - Extension of</u> Facilities and services to personnel of Voluntary Agencies on approved Supplementary Projects.	"
<u>Administrative Order #22 - Employees</u> Compensation Plan.	"
<u>General Bulletins #85</u>	"
<u>General Bulletin #95 - General Policy Statement</u> on Supplementary Projects conducted by American Voluntary Agencies.	"
<u>Administrative Order #21 - Relationships</u> between the Administration and Voluntary Relief Organizations not indigenous to the Countries in which they operate.	"
<u>Administrative Order #23 - Policies Governing:</u> (a) Acceptance of contributions in funds or in kind, other than personal services, from non- governmental sources. (b) assistance to Voluntary foreign Relief Organizations in shipment of supplies.	"
<u>Administrative Order #38 - Responsibility for</u> conducting negotiations involving offers of non- governmental contributions of other than personal services.	"
<u>Standing Technical Committee on Welfare - Memo-</u> fandum on the relation between UNRRA and Voluntary Relief Organizations not indigenous to areas of UNRRA operations.	"
<u>Standing Technical Committee on Welfare -</u> Relations between UNRRA, President's War Relief Control Board, National War Fund and the American Council of Voluntary Agencies for Overseas service.	"
Draft Terms of Agreement between UNRRA and Voluntary Societies covering conditions of service and facilities to be granted from army sources for Voluntary Societies, units and personnel serving in the field at the request of UNRRA during the period of military responsibility for relief operations.	"

UNRRA

OUTGOING TELEGRAM

Philippine

Henninger

NUMBER: 29
TO: Manila
RECEIVED CABLE SECTION: 4/10/45 - 10:55
DISPATCHED: 4/10/45 - 1:00 p.m.

Rear 25.

According Surgeon General's office Rockefeller Foundation agrees finance entire public health training of ten Korean physicians. Through appropriate official channels Administration has taken first steps to initiate investigation of possible overall needs of Korea.

Drafted by:
Marshall/Roman
(Office for Far East)
2 October 1945

DISTRIBUTION

DG - 2
SDDG - 2
GC - 2
DA - 2
FE - 5
FA - 1
Services - 4
II - 3
FILES - 2

OCT 8 1945

(FREE BOOKS)

UNRRA

OUTGOING TELEGRAM

China

NUMBER: 771
TO: Chungking
RECEIVED CABLE SECTION: 1/10/45 - 5:10 p.m.
DISPATCHED: 1/10/45 - 6:40 p.m.

At request of VAAD Hahatzala, 132 Nassau Street, New York, we have cabled through War Department \$18099 payable in U.S. currency in two separate remittances as follows:

- a. \$10,763 to Rabbi Chaim Szmulewicz at 1823/ 1 Joffrie, Shanghai
- b. \$7,336 to Rabbi Meir Ashkenazi at 308 Cardinal Mercier, Shanghai

Please telegraph Rabbi Chaim Szmulewicz following instructive message covering remittance (a).

Distribute \$10,763. as follows: 251 Mirrer Yeshiva Scholars Faculty Kollel \$28 each; Mirrer Preparatory School \$420; \$500 for sick aid; 55 Religious Agudath Mizrahi and others \$13. each. Additional \$125 to Laszilsky; \$125 to Leib Neier Nehemia Malin from Yudel Kagan; \$100 each to Wolf Perkowsky Steinfeld Kossak; \$50 to Rubin Fine; \$40 to Karabelnik. Balance \$1460 for institutional expenses.

Also Please telegraph Rabbi Meir Ashkenazi the following instructive message covering remittance (b).

Distribute \$7336 as follows: 237 Rabbis, Yeshiva Scholars, Kollelim, \$28. each; \$500 for sick aid; \$100 David Chozner care of Hicem; \$100. family Greenberg, Park apartments.

- 2 -

VAAD Hahatzala could not instruct them direct because private cable messages to Shanghai not yet accepted. Please cable us when these payments have been made by War Department.

Drafted by:
HKnight/NTaflove (FI)
1 October 1945

DISTRIBUTION:

DG - 2
SDDG - 1
OCM - 2
GC - 2
FE - 5
FA - 2
FI - 1
FILES - 2

(FREE BOOKS)

14 Aug. 1945

Miss Charlotte Owen
American Council of Voluntary Agencies
122 East 22 Street
New York 10, New York

Dear Miss Owen:

Voluntary foreign relief agencies in the United States will be playing an increasingly vital role in the programs of relief and rehabilitation in the countries served by UNRRA. The services of voluntary agencies are important not only in terms of the supplementation provided to the basic programs of UNRRA but also as effective evidence of the sympathetic concern of the American people for the people of the devastated countries.

It is the desire of UNRRA to offer every proper assistance to the voluntary agencies in the conduct of their foreign relief activities. It is believed that the following outline of the delegation of responsibility within UNRRA in regard to voluntary agencies may facilitate their dealings with us.

In general, voluntary foreign relief agencies in the United States are interested in the following types of activities which fall within the concern of UNRRA:

- (1) The provision of supplies and funds to the people of a country through UNRRA, another foreign relief agency, or an agency indigenous to the country.
- (2) The provision of service to the people of a country or to displaced persons.
- (3) The conduct of planned programs of foreign relief activities involving the provision of both services and supplies to the people of a country or to displaced persons. (Such programs will be referred to as supplementary programs.)

It is the intent of this communication to designate in the case of each of the above types of activity, the office within UNRRA which is primarily responsible for relationships with the agencies involved and which will be responsible for facilitating or obtaining the necessary clearances or services within UNRRA in connection with this activity.

Under item 1 above fall contributions in funds or in kind to UNRRA and requests by voluntary foreign relief agencies for assistance in the shipment of supplies. The Division of Contributed Supplies of the Bureau of Supply is responsible for receiving such contributions and providing such assistance, subject to the policies established in Revised Administrative Order No. 23. The Division of Contributed Supplies will facilitate or obtain the necessary clearances or action within the Administration and with other interested agencies, such as the President's War Relief Control Board, and will provide necessary information regarding these transactions to the appropriate offices within the Administration.

In the case of item 2 above, the provision of services to the people of a country or to displaced persons, the responsibility for dealing with the agencies concerned rests in the Bureau of Services. The Bureau of Services will facilitate or obtain the necessary clearances and services within the Administration, deal with other interested agencies such as the President's War Relief Control Board, and provide necessary information regarding these transactions to the appropriate offices within the Administration.

The programs comprehended in item 3 above, supplementary programs, fall largely in the general fields of health and welfare services to the people of a country or to displaced persons and do not involve outright contributions to UNRRA. The Bureau of Services is responsible for dealing with agencies engaged in this type of activity, for facilitating or obtaining the necessary clearances and services within the Administration, and for conducting necessary negotiations with other agencies such as the President's War Relief Control Board. This type of activity may involve the provision by UNRRA of aid in the shipment of supplies and consultation on specifications, procurement, and allotments.

In the development of such programs, the Bureau of Services will consult with the Bureau of Supply to the end that the Bureau of Supply will be advised of the requirements of the programs in terms of the above-mentioned services. At the point at which the agency requires these services, the Bureau of Services will arrange for consultation of agency representatives with the appropriate offices of the Bureau of Supply. It is anticipated that, in the case of the major supplementary programs, meetings may be arranged at the appropriate time between agency representatives and the officials of UNRRA concerned with the various aspects of these programs.

Miss Charlotte Owen

Page 3

The above procedures are not meant to hinder consultation between agency representatives and any office within UNRRA which is in a position to assist the agency at any time, but rather to facilitate such contacts and to provide for the orderly handling within UNRRA of matters of concern to voluntary agencies.

Sincerely yours,

Roy F. Hendrickson
Acting Director General

LLHenninger:ww
14 August 1945

Aug. 1945

Relations of UNRRA to Voluntary Foreign Relief Agencies of the United States and their Coordinating and Regulatory Bodies

Voluntary foreign relief agencies in the United States are concerned with the following types of activities:

1. The provision of services to the people of a country or to displaced persons.
2. The provision of supplies to the people of a country through UNRRA, another foreign relief agency, or an agency indigenous to the country.
3. The conduct of planned programs of foreign relief activities involving the provision of both services and supplies to the people of a country or to displaced persons. (supplementary projects)

It now appears that the major portion of the efforts of Voluntary Agencies and by far the greater proportion of their resources will be devoted to the conduct of supplementary projects. These projects fall largely into the general fields of health and welfare services to countries and to displaced persons.

It is therefore essential that the primary liaison with voluntary foreign relief agencies be maintained by the Bureau which is concerned with the review and approval of their supplementary projects and that persons concerned with such liaison be in position to advise the agencies concerning and to facilitate such action as is required in UNRRA from outside the Bureau.

The coordinating and consultative functions of the American Council and the coordinating and regulatory functions of the FWRGB in connection with voluntary agency programs necessitates intensive liaison between UNRRA and these bodies. It is essential that the primary liaison with the American Council of Voluntary Agencies for Foreign Service and the President's War Relief Control Board be maintained by the same persons who maintain primary liaison with the agencies and that all other liaison with these bodies be related to the primary liaison in such a manner as to provide unity and coherence.

It would seem appropriate to delineate the working relationships between the Bureau of Services and the other Bureaus and Offices of UNRRA in connection with voluntary agency matters. The remainder of this memorandum deals with the above matters as affecting the Contributed Supplies Branch of the Bureau of Supply.

The Contributed Supplies Branch functions chiefly in connection with the type of foreign relief activity of voluntary agencies listed in item 2 above: the provision of supplies to the people of a country through UNRRA, another foreign relief agency, or an agency indigenous to the country.

In the case of supplies contributed outright to UNRRA without solicitation, the Contributed Supplies Branch would handle or facilitate all headquarters transactions. The Contributed Supplies Branch would consult with the Bureau of Services in the case of proposed contributions from agencies not registered with the President's War Relief Control Board and of contributions from registered agencies not clearly falling within the functions of the agency recognized by the President's War Relief Control Board.

In the case of proposed contributions to be distributed by an agency indigenous to the country to which they are consigned, the Contributed Supplies Branch would advise the Bureau of Services prior to notifying the country mission as to the availability of the contribution. Such contributions are of interest to the Bureau of Services because they involve policy with respect to all voluntary agencies and because the agency and method of distribution in the country to which consigned, of contributions originating in the United States are subject to the review of the President's War Relief Control Board in the light of the interests of the United States government.

Campaigns for contributed supplies should be discussed in the early planning stage with the Bureau of Services. Such campaigns affect not only the work of individual agencies whose regular programs comprehend the collection of such supplies, but also the interests of coordinating and regulatory bodies.

UNRRA, as an international organization, must avoid the possibility that the fact of the physical location of the headquarters office in the United States may create a tendency to direct operation in the United States with relatively less consideration of constituted government authority than is accorded such government authority in other countries.

UNRRA

OUTGOING TELEGRAM

Vaad

NUMBER: 996
TO: Chungking
RECEIVED CABLE SECTION: 22/10/45 - 3:30 p.m.
DISPATCHED: 22/10/45 - 4:30 p.m.

Rour 1156.

War Department sent following cable October ninth to Commanding General China Theater Chungking: "Amount \$18,099 deposited with Treasury U.S. for credit account Major A.L. Williams F.D. Have Major Williams pay in U.S. currency \$10,763 to Rabbi Chaim Szmulevich at 1823/1 Joffrie, Shanghai and \$7336 to Rabbi Meir Asikenszi at 308 Cardinal Mercier, Shanghai. Advise Rabbia funds should be held pending receipt disbursing instructions from VAAD Hahatzala, 132 Nassau Street, New York. Notify when payments completed." War Department is sending follow-up cable today to Commanding General Chungking.

Drafted by:
Knight/Taflove
20 October 1945

DISTRIBUTION:

DG - 2
SDDG - 2
OCH - 2
GFE - 5
FA - 1
FI - 1
Supply - 1
FILES - 2

(SECRET BOOKS)

NOTICE: INFORMATION COPY ONLY.

UNRRA

OUTGOING TELEGRAM

Uman

NUMBER: 916
TO: Chungking
RECEIVED CABLE SECTION: 15/10/45 - 5:00 p.m.
DISPATCHED: 16/10/45 - 2:00 a.m.

Rabbi Kalmanowitz of Vaad Hahatzala, New York City, requesting our assistance in transporting 500 Jewish religious personnel Shanghai to Palestine or Sweden. Understand visas either country assured once transportation available. Please advise what possibility securing transportation this group from Shanghai. Have also cabled London requesting they contact British Ministry Transport.

Drafted by:
Blundin (Travel)
15 October 1945

DISTRIBUTION

FE - 5
FA - 1
AS - 1
Travel - 2
FILES - 2

(SECRET BOOKS)

UNRRA

INCOMING TELEGRAM

NUMBER: 626
FROM: Chungking
DATED: 13 September 1945
RECEIVED: 13 September 1945 - 3:00 p.m.
Clear

Following telegram received: "Appealing on behalf refugees Rabbinical College Shanghai under leadership Rabbi Chaim Shoulitz 1821 1 Joffre. Group comprises 600 persons remnant European Orthodox jewry, condition reported critical. Respectfully urge UNRRA contact group and give every possible assistance protection. Will appreciate reply union Orthodox Rabbis US and Canada in name of all Jewish organizations. Vaad Hatela Emergency Committee, Rabbi A. Kalamancowiz, 13 Nassau Street, New York." Our reply: "re your telegram. Have sent \$20,000 Shanghai as loan to joint Jewish distribution committee representative there pending resumption of committee's remittances and further instructions from Washington Headquarters. Funds intended for relief of 12,000 Jewish refugees there which probably includes your group. Suggest you consult our Washington office for further information as to future policy."

DISTRIBUTION:

DG - 2
SDDG - 1
FE - 5
J - 2
Services - 4
FA - 1
*DP - 2
DP-C - 1
FILES - 2

(FILES BOOKS)
50

Dist. 3:15 p.m.
an - 3:45 p.m.

SEP 15 1945

UNRRA

INCOMING TELEGRAM

File - China

NUMBER: 1512
FROM: Chungking to Washington
REPEATED: Sydney 181
DATED: 21/11/45
RECEIVED: 21/11/45 - 3:34 p.m.

Reur 1120.

Subject Volagency. Principles of cooperation airmailed November 15.
Summary follows.

1. Foreign Relief Organizations in China invited submit proposed plans to CNRRA. Organizations having no representative in China may submit proposed plans to UNRRA in country in which Headquarters office of Agency is located.
2. UNRRA will facilitate but not (repeat not) provide transportation to China and to scene of operations in China. CNRRA undertakes to secure whatever privileges required to complete plans agreed upon. Only in cases where Foreign Agency personnel become employees of UNRRA will UNRRA assume responsibilities for salaries, field maintenance, transportation or claim for personal injury.
3. Relief supplies and equipment imported into China by UNRRA may be made available for use by the participating Foreign Voluntary Relief Agencies during the emergency and initial rehabilitation period.

4. Services provided by Foreign Voluntary Relief Agencies under plans outlined herein will be administered without discrimination because of race, creed or political belief.

5. Nature, scope and location of the work to be undertaken by each organization will be determined, modified or, upon due notice, terminated by CNRRA, after full consultation with UNRRA and with the competent representatives of the Agencies concerned.

DISTRIBUTION

DG - 2

SDDG - 1

DDG (Hendrickson) - 1

DDG (Gill) - 1

*OFE - 5

PT - 5

Services - 4

W - 2

Supply - 15

FILES - 2

(FREE BOOKS)

68

Dist. 4:10 p.m.

fmw - 8:27 a.m. 22/11/45

UNRRA

INCOMING TELEGRAM

2EE - China

NUMBER: 1247
FROM: Chungking
DATED: 29/10/45
RECEIVED: 29/10/45 - 12:02 p.m.

Reur 932.

We have discussed fully with CNRRA possibility CNRRA assume responsibility for care stateless now in Shanghai being supported by JDC. We of course offering assistance and suggesting possibility requesting additional supplies for China program to compensate for those diverted for care stateless. Tsiang receptive. Will advise progress. Manual Siegel, Shanghai, estimates minimum 180,000. Month required for care.

DISTRIBUTION

DG - 2
SDDG - 2
GC - 2
OFE - 5
FA - 1
Services - 4
DP - C (1)
*DP - 2
Supply - 15
FILES - 2

(FREE BOOKS)

UNRRA

INCOMING TELEGRAM

NUMBER: 950
FROM: Chungking
RECEIVED: 24 September 1945 - 12:45 p.m.

China
Bessie
Henningsen

Reur 611.

How long can we assume JDC aid available? Important we know
for planning purposes.

DISTRIBUTION:

DG - 2
SDDG - 1
FE - 5
*FA - 2
FI - 1
Services - 4
W - 2
Supply - 15
FILES - 2

(FREE BOOKS)

64
Dist. 1:00 p.m.
an - 2:33 p.m.

Communication to Chiefs of Missions regarding the development of programs for American voluntary relief agencies in countries in which UNRRA operates.

The Headquarters office of UNRRA, in cooperation with voluntary foreign relief agencies, the President's War Relief Control Board, the American Council of Voluntary Agencies for Foreign Service, and other appropriate agencies, is assisting in the development by American voluntary agencies of an integrated and soundly planned program of foreign relief services to countries which UNRRA serves. In order to discharge its responsibilities in this endeavor, the Headquarters office must be in possession of more adequate information regarding relief needs in these countries, which may appropriately be met by American voluntary relief agencies. To this end the Headquarters office requests the Chiefs of Missions, in consultation with appropriate government authorities of the country, to make recommendations as to appropriate programs for the entire American voluntary relief effort interested in that country and supported from resources originating within the United States.

As a guide in the screening of possible projects and the determination of suitable activity for American voluntary relief agencies, the following statement of policy by the President's War Relief Control Board, prepared for this purpose, may be helpful:

- "(1) All American voluntary relief efforts for each foreign country be integrated initially in their planning by the President's War Relief Control Board in consultation with the voluntary agencies, the American Council of Voluntary Agencies, American Governmental officials, and with the advice of UNRRA and ICG.
- "(2) American voluntary agency programs should be directed to the emergency relief and rehabilitation of persons as contrasted with the more basic measures directed to rehabilitation of industry and agriculture.
- "(3) American voluntary agency programs should not duplicate and should be clearly complementary to (a) the relief and rehabilitation programs of UNRRA, (b) the relief programs of local private agencies and public authorities of the beneficiary country, (c) any supply, relief and rehabilitation measures undertaken in that country by Allied military or civilian authorities and (d) special relief measures undertaken by public and private bodies of a third country.
- "(4) Projects undertaken by American voluntary relief agencies should be clearly defined to permit evaluation of the projects in terms of resources in personnel and supplies required to carry them forward for so long as the emergency war-created need exists and voluntary support from the United States is forthcoming. Long range projects cannot be undertaken by agencies unless arrangements for continued maintenance can be made i.e. eventual assumption of financial responsibility by a public or private body in the beneficiary country.

"(5) Relief services and supplies provided by American voluntary relief agencies should be available without charge to people on the basis of need and not be withheld because of racial, political, national or religious affiliations. This policy does not preclude development of special projects for age groups, refugees, sick persons, etc.

"(6) Projects and programs of American voluntary relief agencies should involve to the extent possible the use of and distribution of supplies through a competent private relief agency or institution indigenous to the country of distribution. Such distributors are subject to approval by the PWRCB.

"(7) Projects and programs of American voluntary relief agencies should permit their ready identification as expressions of the interest of the people of the United States in the well-being of the persons aided.

"(8) American supplies provided to carry out projects of American voluntary agencies should be exempt from all national or local fees, customs, duties and other revenue statutes.

"(9) Voluntary relief agencies should be given reasonable assurances that relief reaches those for whom it is intended, including periodic reports based on inspections by authorized representatives of UNRRA and/or the American voluntary relief agencies."

The recommendations made by the Mission should constitute for each country an integrated pattern which will indicate specific types of needs and types of programs to meet these needs. Such recommendations should take into account and provide information to Headquarters concerning the programs of foreign relief agencies of all other countries in operation or planned and any other programs supplementary to the UNRRA-government relief and rehabilitation program.

Recommendations as to programs or types of activity should include the specific kinds of services to be provided, the number of people and area to be served, the number and type of personnel which would need to be provided by the agency assuming the operation of the program, the kind and number of personnel required which could be obtained locally, the kind and quantity of supplies required, and an indication of the total cost of the program. The statement should also include for each program the clearances which would be required for putting it into operation and the character of control which the Chief of Mission would propose to exercise over the voluntary agency carrying out this program.

The President's War Relief Control Board proposes to designate, with the concurrence of UNRRA, a representative of the American voluntary war relief interests to collaborate in the field with the Chief of Mission in an appraisal of relief needs that should be met by American voluntary resources.

Recommendations from the Missions for voluntary agency programs will be reviewed by the appropriate offices at Headquarters. They will then be referred to the President's War Relief Control Board, which agency, in consultation with UNRRA, the American Council of Voluntary Agencies, the National War Fund, and other appropriate agencies, will develop a composite program for the use and distribution of American voluntary relief resources. The agencies competent to carry out the accepted recommended programs will thus be determined and detailed planning will commence on an intelligent and orderly basis.

It is felt by the Headquarters office, by the voluntary agencies and their regulatory and coordinating bodies, that only on such a basis can a well defined program, representative of the unity of American interests in foreign relief service, be developed.

Information to be obtained from an UNRRA Mission concerning requirements for Voluntary Agencies programs

1. What the government requests UNRRA to do.
(This relates specifically to Poland and Czechoslovakia.)
2. What portion of this program UNRRA will be able to accept responsibility for.
3. Area and extent of UNRRA's operation.
(Relates more specifically to Italy, Greece, and Yugoslavia.)
 - a) Kinds of Services
 - b) Supplies for those services
 - c) Funds
 - d) How many assisted
4. Area and extent of voluntary agency supplementary operations.
 - a) What type
 - b) What kind of personnel
 - c) Funds necessary
 - d) What extent of program and supplies are necessary
 - e) Clearances for setting such a recommended project into operation
5. What are the needs that remain that are outside of Item I above.
(The question, of course, that we are interested in is the program of kind of service suggested for supplementary projects of such a nature that it may require continuous operation when UNRRA's job is completed.)

1. Under its terms of reference (E.O. 9205) of July 25, 1942), the President's War Relief Control Board of the United States Government is empowered to control American agencies engaged in war charities in foreign countries. An American agency and its program and supporting budget are declared competent to serve the needs of war victims, not otherwise met when the Board through registration licenses the agency to operate within the framework of its approved regulations (cf Federal Register). These regulations govern the solicitation and collection of funds and supplies in the United States and their disposition abroad through authorized distributors.

Nations
2. Under the terms of Article IV, Section 2, "Agreement for United Relief and Rehabilitation Administration" of 1943, "Foreign voluntary agencies may not engage in activity in any area receiving relief from the Administration without consent and unless subject to the regulation of the Director General."

3. In order that the cooperation of American voluntary war relief agencies with UNRRA may be productive in any countries or areas subject to the provisions of paragraph 2 herein, the President's War Relief Control Board has formulated the following policy and procedures to govern the relationship of its registered agencies:

(a) The President's War Relief Control Board, with the concurrence of UNRRA, will designate, whenever possible, a representative

of the American voluntary war relief interests to collaborate in the field with the staff of the representative UNRRA Mission in an official capacity to carry out the Board's policy. (c)
The Board's policy is to encourage the development of American voluntary war relief agencies and to coordinate their activities with the UNRRA Mission and the American War Relief Administration. The Board will designate a representative to carry out this policy in each country where American voluntary war relief agencies are active. The representative will be designated by the Board in consultation with UNRRA. The representative will be a member of the Board and will be responsible to the Board for the conduct of its activities in the field. The representative will be responsible for the coordination of the activities of the American voluntary war relief agencies with the UNRRA Mission and the American War Relief Administration. The representative will be responsible for the development of American voluntary war relief agencies and for the coordination of their activities with the UNRRA Mission and the American War Relief Administration. The representative will be responsible for the conduct of the Board's policy in the field.

11
(c) The competent agencies will be certified by the President's War Relief Control Board to UNRRA and the program which they are prepared to carry out, subject to the limitations of their registration with the President's War Relief Control Board and its regulations. UNRRA will notify the President's War Relief Control Board and the certified agency^{ies} of their acceptance and the terms thereunder in accordance with the agreement referred to in paragraph 2 above.

1/ Extract from Chapter V, 501(7 F.R. 5803) of the Regulations of the

PWRGB "501.5 Relations with Government agencies. All initial clearances with United States Government agencies or the public authorities of other nations, as to the acceptability of proposed relief or welfare projects, should be undertaken by registrants or applicants for registration only through, or after consultation with, the Board.

DRAFT

UNRRA's regulations provide that voluntary foreign war relief activities in areas served by UNRRA may be undertaken only on the basis of an agreement with and under the general supervision of the UNRRA mission for the country in question.

American voluntary relief agencies are authorized to operate only if licensed by the President's War Relief Control Board of the United States Government. If an American agency and its program are declared competent to serve the needs of a foreign group not otherwise met, the Board authorizes the agency to operate within the framework of established regulations governing solicitation, and to distribute funds and supplies from the United States through authorized distributors abroad approved by this Board.

It is the policy of the President's War Relief Control Board to seek and use the advice of UNRRA (a) in assisting voluntary agencies to plan their programs and (b) in authorizing the carrying out of well defined voluntary relief programs. To this end, the Board requests that the chiefs of UNRRA missions in consultation with public authorities of the various European countries, make firm recommendations as to appropriate projects and programs for the entire American voluntary relief effort interested in that country and supported from United States resources. It is hoped that such recommendations will constitute an integrated pattern which will indicate specific types of needs and types of projects to meet those needs. It would be helpful if projects would outline technical personnel and supplies required, and the character of control which the chiefs of missions would propose to exercise over voluntary agencies in carrying out these projects. Upon receipt of such

such overall recommendations this Board can certify to UNRRA the agencies competent to carry out specific projects or programs country by country.

The following may assist the mission chiefs in screening the possible projects before recommending them as desirable for voluntary support from American relief agencies.

It is the Board's policy that:

(1) All American voluntary relief efforts for each foreign country be integrated initially in their planning by the President's War Relief Control Board in consultation with the voluntary agencies, the American Council of Voluntary Agencies and with the advice of UNRRA.

It is the Board's policy that all American voluntary relief efforts subsequently authorized to operate in any country by the Board shall be certified to UNRRA to provide specific services to be carried out on the basis of specific operating agreements between UNRRA and the voluntary agency or agencies (whose certification had been accepted by UNRRA).

Under this policy it is expected that UNRRA would not accept the services of American foreign war relief agencies *Subject to the Board's terms of reference and* not certified by the Board.

(2) American voluntary agency programs should be directed to the emergency relief and rehabilitation of individuals as contrasted with the more basic measures directed to rehabilitation of industry and agriculture.

(3) American voluntary agency programs should be of a character which do not duplicate and which are clearly complementary to (a) the

relief

relief and rehabilitation programs of UNRRA, (b) the ^{relief programs 2} local private agencies and public authorities of the country of receipt, (c) any supply, relief and rehabilitation measures undertaken in that country by Allied military authorities and (d) special relief measures undertaken by public and private bodies of a third country.

(4) Projects undertaken by American voluntary relief agencies be clearly defined to permit evaluation of the project in terms of resources required to carry them forward for so long as the emergency war created need exists and voluntary support from the United States is forthcoming.

(5) Relief services and supplies provided by American voluntary relief agencies be available to people on the basis of need and not be withheld because of racial, political, national or religious affiliations.

(6) Projects and programs of American voluntary relief agencies involve to the extent possible the use of and distribution of supplies through a competent private relief agency or institution indigenous to the country of distribution. Such distributors are subject to approval by this Board.

(7) Projects and programs of American voluntary relief agencies ^{should} be of a character which permit their ready identification as expressions of the concern and sympathy of the people of the United States for the well-being of the persons aided.

(8) To the extent possible American supplies provided to carry out projects of American voluntary agencies ^{should} be exempt from all national or local fees, customs, duties and other revenue statutes.

(9) Voluntary

(9) Voluntary relief agencies ^{should} be given reasonable assurances that relief reaches those for whom it is intended, including periodic reports, ^{based upon} and inspections by authorized representatives of UNRRA and/or the American voluntary relief agencies.

KCA:EH

gcr

August 14, 1945

THE RELATION TO UNPRA OF AMERICAN VOLUNTARY WAR RELIEF AGENCIES
REGISTERED WITH THE FWRCB

SECTION I

A. Under the terms of Executive Order No. 9205 of July 25, 1942 the President's War Relief Control Board of the United States Government is empowered to control American ^{voluntary} agencies engaged in war charities in foreign countries. An American agency and its program and supporting budget are authorized to serve the needs of war victims, not otherwise met, when the FWRCB through registration licenses the agency to operate within the framework of the Board's regulations. (Title 45 - Public Welfare, Chapter V, Part 501, issued under authority of Executive Order 9205 and published in 7 Federal Register 5903) These regulations in general govern the solicitation and collection of funds and contributions in kind in the United States for war relief and welfare, and their disposition in the United States and abroad through authorized distributors.

B. Under the terms of Article IV, Section 2 "Agreement for United Relief and Rehabilitation Administration of 1943" and to which the United States Government is signatory "Foreign voluntary agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulations of the Director General". At present this Article is construed to apply to Albania, Czechoslovakia, Greece, Poland and Jugoslavia.

C. Pursuant to the regulations of the FWRCB and in particular, Reg. 501.5 "Relations with Government Agencies", as amended November 27, 1944:

"All

"All initial clearances with United States Government agencies or the public authorities of other nations as to the acceptability of proposed relief or welfare projects, should be undertaken by registrants or applicants for registration only through or after consultation with the Board."

SECTION II

A. On August 29, 1944 the Chairman of the President's War Relief Control Board stated in writing to the Director General of UNRRA that the Board hoped to have UNRRA's appraisal of relief needs which could be met by American voluntary war relief agencies. The Board has maintained the position that, in the area where it provides relief, UNRRA should furnish leadership in determining how the resources of voluntary war relief agencies can be used to best advantage.

On June 25, 1945 the Board instructed the major war relief agencies providing assistance in Albania, Czechoslovakia, Greece, Poland and Yugoslavia to consult UNRRA for the purpose of obtaining the consent of the Director General to the programs which they proposed to operate in the countries named. It is the Board's understanding that the consent of the Director General will be indicated after consultation with UNRRA missions in the countries involved.

The following statement is intended to clarify criteria and general policies which the Board desires to have taken into account in determining the status of American war relief programs under its jurisdiction:

1. Whenever

(1) Whenever possible, the FWRCB with the concurrence of the State Department, UNRRA, and the appropriate national government will designate a person to represent the American voluntary war relief interests and to collaborate in the field with the Chief of the appropriate UNRRA Mission in an appraisal of relief needs that can be met appropriately from American voluntary resources to complement the programs of UNRRA, the local government, and indigenous or foreign agencies, public or private.

(2) The FWRCB will authorize, following the field appraisal under (1), and in consultation with the Department of State, UNRRA, IGC, FEA, WPB, ARC, NWF, ACVA, and other appropriate agencies:

(a) a composite program which will serve as a guide in the organization, administration, financing, allocation, procurement, shipping, disposition and distribution of all American voluntary relief resources designated for the beneficiary country or area based upon -

- (i) the public interest
- (ii) the need for the particular voluntary relief proposed,
- (iii) whether the purpose to be served is not adequately fulfilled by existing programs and organizations, foreign or indigenous, public or private.
- (iv) whether the limitations of transportation, communication facilities, economic or military controls or other restrictions such as availability of supplies or other resources, make it impractical to effect the proposed program efficiently and economically.

(b) The agencies authorized to carry out in whole or in part the composite program approved under (a) - These agencies and the specific programs and projects which they are prepared to carry out will be certified to UNRRA subject to the stipulations of their respective

registrations

registrations with the FWRCB. UNRRA will notify the FWRCB of the acceptance or rejection of the programs of the agencies certified and their programs. If an agency is accepted the terms under which it is subject to the regulations of UNRRA will be agreed upon between the agency, UNRRA and the FWRCB.

Under this procedure, and in conformity with paragraph C herein, it is expected that UNRRA will not accept the funds, supplies or services of American foreign war relief agencies which have not been certified by the FWRCB. UNRRA in the interests of correlation, will inform the FWRCB of any proposals for or contributions from American voluntary sources before acceptance thereof.

The following may assist the UNRRA Mission chiefs in screening possible projects before recommending them as desirable for voluntary support ^{there} from American relief agencies.

It is the Board's policy that:

- (1) All American voluntary relief efforts for each foreign country be integrated initially in their planning by the President's War Relief Control Board in consultation with the voluntary agencies, the American Council of Voluntary Agencies, American Governmental officials, and with the advice of UNRRA and ICC.
- (2) American voluntary agency programs should be directed to the emergency relief and rehabilitation of persons as contrasted with the more basic measures directed to rehabilitation of industry and agriculture.

(3) American

(3) American voluntary agency programs should not duplicate and should be clearly complementary to (a) the relief and rehabilitation programs of UNRRA, (b) the relief programs of local private agencies and public authorities of the beneficiary country, (c) any supply, relief and rehabilitation measures undertaken in that country by Allied military or civilian authorities and (d) special relief measures undertaken by public and private bodies of a third country.

(4) Projects undertaken by American voluntary relief agencies should be clearly defined to permit evaluation of the projects in terms of resources in personnel and supplies required to carry them forward for so long as the emergency war-created need exists and voluntary support from the United States is forthcoming. Long range projects cannot be undertaken by agencies unless arrangements for continued maintenance can be made i.e. eventual assumption of financial responsibility by a public or private body in the beneficiary country.

(5) Relief services and supplies provided by American voluntary relief agencies should be available without charge to people on the basis of need and not be withheld because of racial, political, national or religious affiliations. This policy does not preclude development of special projects for age groups, refugees, sick persons, etc.

(6) Projects and programs of American voluntary relief agencies should involve to the extent possible the use of and distribution of supplies through a competent private relief agency or institution

indigenous

indigenous to the country of distribution. Such distributors are subject to approval by the PWRCB.

(7) Projects and programs of American voluntary relief agencies should permit their ready identification as expressions of the interest of the people of the United States in the well-being of the persons aided.

(8) American supplies provided to carry out projects of American voluntary agencies should be exempt from all national or local fees, customs, duties and other revenue statutes, *and should be accounted*

(9) Voluntary relief agencies should be given reasonable assurances that relief reaches those for whom it is intended, including periodic reports based on inspections by authorized representatives of UNRRA and/or the American voluntary relief agencies.

use of available facilities for transport and distribution.

Excerpts from Letter from CVHynning - 11 August 1945

First I have been disturbed about the possibility that the American Voluntary Agencies may be discouraged concerning the opportunity for supplementary projects and if I am correct, I think it may be very important for you and others to communicate officially with the American Council of Voluntary Agencies and with the President's War Relief Control Board to the effect that the time when supplementary projects will really be asked for and used is just ahead of us. In conversations with Mr. Maben, Chief of the Greek Mission, with Mr. Sergeichic, Chief of the Yugoslav Mission, with Mr. S.M. Keeny, Chief of the Italian Mission and other indications of interest coming through the Mission Chief meeting, I believe it is pretty clear that both the Mission staffs and the Governments are just beginning to feel they are ready and able to use the kinds of projects that voluntary agencies can sponsor.

Mr. Sergeichic, for example, said that there had been considerable discussion with the Yugoslav Government concerning the content of our letter about the offer of the United Yugoslav Relief Fund to develop projects at a cost of \$670,000. There was evidence that the Mission staff was not quite sure how to proceed but showed great interest in finding out. Mr. Sergeichic said that the Yugoslav Government had suggested that the United Yugoslav Relief be requested to equip and supply a modern hospital to be run by the Yugoslavs but to be named and publicised as a joint project with the United Yugoslav Relief. He was also very much interested in the other suggestions we made for projects, the usual list, and said that discussions would be resumed immediately on his return. He also stated that he would secure official approval of a visit from a representative of the United Yugoslav Relief Fund to come to Yugoslavia for discussions and plans. My next step will be to put in writing for the Yugoslav Mission a full discussion of the supplementary project idea and proposals together with procedures as they should follow. It is also possible that someone from the E.R.O. (hopefully myself) will get to Yugoslavia to facilitate these projects and the regular welfare programme.

Mr. Maben felt that the Greek War Relief and Near East Foundation had been very slow in developing projects and that every encouragement had been given to Mr. Miller and Mr. Skouras to prepare and present suitable projects. He felt the lag was on their part rather than on the part of the Mission. Perhaps a visit to Greece from here will help that situation also. I hope you can get across to the Voluntary Agencies - the need for their resources is very great and will increase rather than decrease in the coming winter and we hope that the National War Fund, the American Council and the President's War Relief Control Board and the Agencies themselves will stand by.

Procedure for Supplementary Programs

1) It is assumed that member agencies of the American Council submitting proposals for such programs have had the advantages of participation in the deliberations of the appropriate committee of the American Council.

2) Registered and non-registered agencies proposing supplementary programs requiring supplies or funds raised from American sources are required to submit their programs for clearance with the President's War Relief Control Board, properly documented in general conformity with Bulletin No. 95.

3) The President's War Relief Control Board will refer the proposal to UNRRA's Bureau of Services together with the above-mentioned documentation and an indication of its approval.

4) The Bureau of Services will facilitate or obtain the necessary clearances, services, or action within UNRRA, will keep all interested offices in UNRRA appropriately advised on matters of concern to them, will arrange for consultation between agency representatives and appropriate UNRRA offices as required, and will deal as necessary with other agencies.

5) The Bureau of Services will submit the proposed program, through the appropriate Regional Office, to the appropriate Chief of Mission for Regional Office, Mission, and government approval.

6) Upon notification of Regional Office, Mission, and government approval, the Bureau of Services will advise the agency of this action through the President's War Relief Control Board.

7) The above notification of approval to the President's War Relief Control Board will serve as the basis for the Board's support of applications for passports, visas, and travel for the voluntary agency personnel.

8) The agency may avail itself, if it desires, of UNRRA assistance in the provision of aid in shipping.

Tape 48 51 covered
Not exact
copy submitted

ACTIVITIES OF VOLUNTARY AGENCIES IN CO-OPERATION
WITH U.N.R.R.A.

Substantial assistance is being provided to UNRRA, and to countries in which UNRRA is conducting relief operations, by Foreign Voluntary Relief Agencies. This assistance usually takes one of the three following forms:

- (1) The loan of skilled and professionally trained personnel to UNRRA.
- (2) The conduct of planned programs of relief and rehabilitation supplementary to the basic program of UNRRA.
- (3) The contribution of supplies to UNRRA or, with the assistance of UNRRA, to an agency or institution in the recipient country for distribution to the people.

The basic policy of UNRRA with reference to Voluntary Agencies is established by the Agreement for the United Nations Relief and Rehabilitation Administration and by UNRRA Council Resolution. Council Resolution No.9 provides, "That it shall be the policy of the Administration to enlist the cooperation and seek the participation of appropriate foreign voluntary relief agencies, to the extent that they can be effectively utilized in relief activities for which they have special competence and resources, subject to the consent and regulation of the Director General..." Article IV of the Agreement provides that "Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General."

Under the above policy and responsibility, UNRRA has established cooperative working relationships with foreign voluntary relief agencies in the United States, the United Kingdom, Canada, Australia, New Zealand, and the Union of South Africa. Both UNRRA and the agencies as well as the receiving countries have benefited from these relationships. The activities of ~~working~~ voluntary agencies and their relations to UNRRA will be discussed under the headings referred to above.

Loan of Personnel to UNRRA.

At the time when UNRRA was preparing for operations in the Balkans and recruitment was rendered difficult by war induced manpower shortages, voluntary agencies placed at the disposal of UNRRA many highly trained persons experienced in foreign relief activities. Not only were these agencies a source of personnel for direct employment by UNRRA, but they also loaned or seconded to UNRRA a total of some 600 persons.

Under principles of co-operation mutually adopted, the agencies pay the salaries of the persons so loaned and UNRRA provides their transportation and maintenance in the field. They are subject to UNRRA

control and supervision in the same manner as personnel employed directly by UNRRA. They are either organized as a team or working party by the agency supplying them and assigned by UNRRA as such or are loaned as individuals and assigned by UNRRA to working parties made up of UNRRA employees and/or personnel of other agencies. Most of the personnel of U.S. agencies has been loaned on the latter basis. Somewhat in excess of 100 persons have been loaned by U.S. agencies under this arrangement.

Insofar as U.S. agencies are concerned, the loan of personnel to UNRRA is in a period of transition. Most of the agencies are developing supplementary relief and rehabilitation projects, which will be discussed later, and need their personnel for the operation of these projects. Voluntary agency personnel is being released by UNRRA upon mutual agreement as workers are needed by the Voluntary Agencies for their own activities and as they can be replaced by UNRRA employees if replacement is necessary. U.S. voluntary agency personnel has rendered signal service in the several areas of operation in the Balkans and the Middle East. Many of them occupy or have occupied key positions in the UNRRA operations. They have helped to meet a need for experienced persons at a time when such persons were sorely needed. A statement of the voluntary agency personnel now on loan to UNRRA is attached.

Supplementary Programs.

There is in the countries in which UNRRA operates extensive need for relief and rehabilitation assistance supplementary to the basic program of UNRRA. Here again voluntary agencies are rendering valuable assistance by the conduct of supplementary relief activities. It is the policy of UNRRA to welcome the efforts of foreign voluntary organizations to provide at their own expense and subject to the regulation of the Director General, relief, welfare and health services in addition to the services provided by UNRRA so long as the following conditions are observed:

- (a) The services which voluntary organizations are operating under their own responsibility should not prejudice any services provided by a Government or by UNRRA itself.
- (b) The services operated by voluntary organizations should not draw on any local resources which could, in the opinion of UNRRA, be better used to meet other emergency needs.
- (c) UNRRA must be satisfied as to the general competence, health and personal character of the people who are employed by the voluntary organizations for relief and welfare work.
- (d) Foreign voluntary organizations will be expected to help indigenous organizations and agencies to assume responsibility for relief and welfare services in their own area at the earliest possible opportunity.

Under mutually agreed upon procedure foreign voluntary relief agencies submit their plans to UNRRA for approval and transmission to the Government or recognized authority of the country which the agency proposes to assist. The Government and the UNRRA mission review the proposal in the light of the above considerations, offer any appropriate suggestions for modification should modifications serve to render the project more effective in the light of local circumstances.

UNRRA makes available to voluntary agencies information concerning its programs in the several countries in order to assist the agencies in their planning and to enable them to avoid conflict with and duplication of UNRRA's program. On the basis of their close contact with the Governments and the needs of the country, UNRRA missions from time to time offer suggestions as to vitally needed help which UNRRA is not in position to provide and which might be appropriately provided by voluntary agencies.

Once a supplementary program is approved by the mission and the Government, UNRRA assists the agency in placing it in operation by facilitating the movement of personnel, providing aid in the shipment of supplies, and assisting in making the necessary arrangements with Governments and indigenous agencies and institutions in the countries where the operation is to take place.

UNRRA extends to the personnel of voluntary agencies working on approved supplementary projects access to congregate mess and billeting facilities, basic rations, and mission stores. For these services UNRRA is normally reimbursed by the voluntary agency personnel or by the agencies. Accessibility to these UNRRA facilities is a very considerable convenience to the agencies and greatly enhances the effectiveness of their work.

Supplementary activity on the part of voluntary agencies is in a stage of expansion. Agencies with more extensive resources have sent or are sending, with UNRRA sponsorship and assistance, representatives to the countries with which they are concerned, to develop, in collaboration with the Government and the mission, plans for the establishment and operation of such programs. These programs vary widely in nature but they may be classified roughly as follows:

1. Activities consisting primarily of a supply operation under which the agency procures and/or collects foods, clothing, medicines, etc.; ships these supplies to the receiving country; and distributes them under a plan approved by the Government and the mission.
2. Extensive projects undertaken by private agencies having considerable resources.
3. Demonstration or model projects of a limited character either functionally or geographically.

These activities supplement and complement the basic UNRRA program. They provide needed services not comprehended in the UNRRA

program. Many of the agencies are undertaking long term relief and rehabilitation projects which will extend beyond the period when it is anticipated that the UNRRA program will terminate.

An example of the type of project referred to under No.2 above is the child feeding program being carried on in one of the liberated countries at the present time. Under this program the joint efforts of the foreign private agency, UNRRA and the Government are involved. The agency has appropriated approximately a million and a half dollars to be used for defraying some of the organizational expenses within the country and to procure an especially nutritious food or foods for import. UNRRA is supplying the basic food stuffs and as much cooking and feeding equipment as it can obtain. The Government, through an indigenous semi-official child and maternal health agency, is supplying the staff of paid workers and volunteers necessary to supervise the children's canteens.

An example of the type of demonstration project referred to under No. 3 above is a livestock improvement project. Through this project, artificial insemination is being taught to local veterinarians under the supervision of agriculturists and veterinarians furnished by the agency. For this project, six bulls were shipped to the country as a contribution of another voluntary agency.

Voluntary agencies are performing important services in connection with the displaced persons operations in Germany. Under an agreement reached in May by SHAEF and UNRRA, and continued in effect, agencies may, under the direction and coordination of UNRRA, engage in work of a morale, comfort, educational, recreational and religious nature and assist with special problems of displaced persons. Voluntary agencies of the United Kingdom have, in addition, provided teams organized as relief sections and hospital sections. A relief section is a group organized to perform camp administration, particularly in its welfare aspects. A hospital section is organized and equipped to set up and maintain a fifty bed hospital or to establish and control larger hospitals with auxiliary staff. The total number of voluntary agency personnel engaged in the above functions in Germany approximates 1000.

In addition to its dealings with the agencies, UNRRA must also deal with the coordinating and regulatory bodies in the countries where the agencies are located. In the case of the United States, these bodies are the American Council of Voluntary Agencies for Foreign Service and the President's War Relief Control Board. UNRRA maintains liaison with the American Council on matters affecting all or a group of agencies, consults and advises with the Council on matters of policy and general agency relationships. UNRRA maintains close liaison with the President's War Relief Control Board as the regulatory authority for the voluntary relief endeavour in the United States.

Before UNRRA accepts the proposal of an agency for a foreign relief program the agency must have been licensed by the Board for operation in the country proposed. UNRRA consults with the Board on the program proposed by the agency and recognizes the authority of the Board as set forth in the Executive Order establishing it. UNRRA's relations with the National War Fund are maintained primarily through the Board.

A very considerable part of the total voluntary relief resources devoted to the countries which UNRRA serves originates in the United States. A substantial part of the total United States voluntary relief endeavor amounting in value to approximately \$234,000,000 in 1945 was devoted to UNRRA countries.

22 October 1945

TO: Richard R. Brown

FROM: Leonard L. Henninger

SUBJECT: Principles covering the loan of personnel to UNRRA by voluntary foreign relief agencies of the United States.

We have examined the decision to terminate secondment of personnel to UNRRA by voluntary agencies of the United States, and in the light of the past several months' experience, and subject to the approval of the other parties concerned, propose to withhold further attempts to force the termination of secondment. We believe that the following principles should now govern the secondment of personnel by U.S. agencies. In general, these principles are based on the requirement that the secondment of personnel represent to the agency in each case the best use of its personnel and resources.

- (1) Volagency personnel will be released at any time by the mission when required by the loaning agency for use on approved supplementary projects in that country.
- (2) Volagency personnel will be released at the end of the agreed upon period of secondment when needed by the agency for any work in connection with the program of the agency.
- (3) When it is determined by the agency that a person on loan to UNRRA will not be needed by the agency, the usual practice will be for UNRRA to employ such person if his services are required by the mission. Only in case the agency determines that the continued secondment of such a person represents a most desirable use of its resources should the secondment be continued.
- (4) UNRRA will not, as a general practice, request the loan of personnel by volagencies. If, however, a mission requests the services of personnel of a particular agency, and the agency signifies a willingness to provide such personnel, headquarters will approve the transaction subject, in case the agency concerned is supported from the War Fund, to prior approval by the National War Fund.
- (5) If an agency approaches UNRRA and offers the loan of personnel, such personnel will be accepted subject to the clearance specified in (4) above, if there are specific needs on the part of a mission, or other UNRRA operation, which will be met by the personnel offered.
- (6) There appears to be evidence that there may be an expansion of what may be termed joint projects, that is activities within the scope of the UNRRA program of relief and rehabilitation, which it may be mutually desirable for UNRRA and a volagency or agencies to undertake together. In this case, the secondment arrangement may be undertaken.

22 October 1945

TO: Richard R. Brown

FROM: Leonard L. Henninger

SUBJECT: Principles covering the loan of personnel to UNRRA by voluntary foreign relief agencies of the United States.

We have examined the decision to terminate secondment of personnel to UNRRA by voluntary agencies of the United States, and in the light of the past several months' experience, and subject to the approval of the other parties concerned, propose to withhold further attempts to force the termination of secondment. We believe that the following principles should now govern the secondment of personnel by U.S. agencies. In general, these principles are based on the requirement that the secondment of personnel represent to the agency in each case the best use of its personnel and resources.

- (1) Volagency personnel will be released at any time by the mission when required by the loaning agency for use on approved supplementary projects in that country.
- (2) Volagency personnel will be released at the end of the agreed upon period of secondment when needed by the agency for any work in connection with the program of the agency.
- (3) When it is determined by the agency that a person on loan to UNRRA will not be needed by the agency, the usual practice will be for UNRRA to employ such person if his services are required by the mission. Only in case the agency determines that the continued secondment of such a person represents a most desirable use of its resources should the secondment be continued.
- (4) UNRRA will not, as a general practice, request the loan of personnel by volagencies. If, however, a mission requests the services of personnel of a particular agency, and the agency signifies a willingness to provide such personnel, headquarters will approve the transaction subject, in case the agency concerned is supported from the War Fund, to prior approval by the National War Fund.
- (5) If an agency approaches UNRRA and offers the loan of personnel, such personnel will be accepted subject to the clearance specified in (4) above, if there are specific needs on the part of a mission, or other UNRRA operation, which will be met by the personnel offered.
- (6) There appears to be evidence that there may be an expansion of what may be termed joint projects, that is activities within the scope of the UNRRA program of relief and rehabilitation, which it may be mutually desirable for UNRRA and a volagency or agencies to undertake together. In this case, the secondment arrangement may be undertaken.

MEMORANDUM

22 October 1945

TO: Richard R. Brown

FROM: Leonard L. Henninger

SUBJECT: Principles covering the loan of personnel to UNRRA by voluntary foreign relief agencies of the United States.

We have examined the decision to terminate secondment of personnel to UNRRA by voluntary agencies of the United States and, in the light of the past several months' experience and subject to the approval of the other parties concerned, propose to withhold further attempts to force the termination of secondment. We believe that the following principles should now govern the secondment of personnel by U.S. agencies. In general, these principles are based on the requirement that the secondment of personnel represent to the agency in each case the best use of its personnel and resources.

- (1) Voluntary agency personnel will be released at any time by the mission when required by the loaning agency for use on approved supplementary projects in that country.
- (2) Voluntary agency personnel will be released at the end of the agreed upon period of secondment when needed by the agency for any work in connection with the program of the agency.
- (3) When it is determined by the agency that a person on loan to UNRRA will not be needed by the agency, the usual practice will be for UNRRA to employ such person if his services are required by the mission. Only in case the agency determines that the continued secondment of such a person represents the most desirable use of its resources should the secondment be continued.
- (4) UNRRA will not, as a general practice, request the loan of personnel by voluntary agencies. If, however, a mission requests the services of personnel of a particular agency, and the agency signifies a willingness to provide such personnel, headquarters will approve the transaction subject, in case the agency concerned is supported from the War Fund, to prior approval by the National War Fund.

22 October 1945

- (5) If an agency approaches UNRRA and offers the loan of personnel, such personnel will be accepted, subject to the clearance specified in (4) above, if there are specific needs on the part of a mission or other UNRRA operation which will be met by the personnel offered.
- (6) There appears to be evidence that there may be an expansion of what may be termed joint projects, that is activities within the scope of the UNRRA program of relief and rehabilitation, which it may be mutually desirable for UNRRA and a voluntary agency or agencies to undertake together. In this case, the secondment arrangement may be undertaken.

LETTER DRAFT

In order to facilitate negotiations between voluntary agencies and UNRRA, the following outline of the delegation of responsibility within UNRRA in regard to voluntary agencies is offered.

In general, voluntary foreign relief agencies in the United States are interested in the following types of activities which fall within the concern of UNRRA:

- (1) The provision of supplies and funds to the people of a country through UNRRA, another foreign relief agency, or an agency indigenous to the country.
- (2) The provision of service to the people of a country or to displaced persons.
- (3) The conduct of planned programs of foreign relief activities involving the provision of both services and supplies to the people of a country or to displaced persons. (Such programs will be referred to as supplementary programs.)

It is the intent of this communication to designate in the case of each of the above types of activity, the office within UNRRA which is primarily concerned with the liaison with the agencies involved and which will be responsible for facilitating or obtaining the necessary clearances or services within UNRRA in connection with this activity.

Under item 1 above fall contributions in funds or in kind to UNRRA and requests by voluntary foreign relief agencies for assistance in the shipment of supplies. The Division of Contributed Supplies of the Bureau of Supply is responsible for receiving such contributions and providing such assistance, subject to the policies established in Revised Administrative Order No. 23, attached. The Division of Contributed Supplies will

facilitate or obtain the necessary clearances or action within the Administration and with other interested agencies, such as the President's War Relief Control Board, and will provide necessary information regarding these transactions to the appropriate offices within the Administration.

In the case of item 2 above, the provision of services to the people of a country or to displaced persons, the responsibility for dealing with the agencies concerned rests in the Bureau of Services. The Bureau of Services will facilitate or obtain the necessary clearances and services within the Administration, deal with other interested agencies such as the President's War Relief Control Board, and provide necessary information regarding these transactions to the appropriate offices within the Administration.

The programs comprehended in item 3 above, supplementary programs, fall largely in the general fields of health and welfare services to the people of a country or to displaced persons. The Bureau of Services is responsible for dealing with agencies concerned with this type of activity, for facilitating or obtaining the necessary clearances and services within the Administration, and for conducting necessary negotiations with other agencies such as the President's War Relief Control Board. This type of activity may involve the provision by UNRRA of aid in the shipment of supplies and consultation on specifications, procurement, allotments, etc. The Bureau of Services will keep the Bureau of Supply advised in general of the development of such programs to the point at which the agency requires aid in shipment and/or consultation on specifications, procurement, and other matters, at which time the Bureau of Services

will obtain the help required by the agency, or arrange for the consultation of agency representatives with the appropriate offices of the Bureau of Supply. It is anticipated that, in the case of the major supplementary programs, meetings may be arranged at the appropriate time between agency representatives and the officials of UNRRA concerned with the various aspects of these programs.

The above procedures are not meant to hinder consultation between agency representatives and any office ^{within} UNRRA which is in a position to assist the agency at any time, but rather to facilitate such contacts and to provide for the orderly handling within UNRRA of matters of concern to voluntary agencies.

LETTER DRAFT

In order to facilitate negotiations between voluntary agencies and UNRRA, the following outline of the delegation of responsibility within UNRRA in regard to voluntary agencies is offered.

In general, voluntary foreign relief agencies in the United States are interested in the following types of activities which fall within the concern of UNRRA:

- (1) The provision of supplies and funds to the people of a country through UNRRA, another foreign relief agency, or an agency indigenous to the country.
- (2) The provision of service to the people of a country or to displaced persons.
- (3) The conduct of planned programs of foreign relief activities involving the provision of both services and supplies to the people of a country or to displaced persons. (Such programs will be referred to as supplementary programs.)

It is the intent of this communication to designate in the case of each of the above types of activity, the office within UNRRA which is primarily concerned with the liaison with the agencies involved and which will be responsible for facilitating or obtaining the necessary clearances or services within UNRRA in connection with this activity.

Under item 1 above fall contributions in funds or in kind to UNRRA and requests by voluntary foreign relief agencies for assistance in the shipment of supplies. The Division of Contributed Supplies of the Bureau of Supply is responsible for receiving such contributions and providing such assistance, subject to the policies established in Revised Administrative Order No. 23, attached. The Division of Contributed Supplies will

facilitate or obtain the necessary clearances or action within the Administration and with other interested agencies, such as the President's War Relief Control Board, and will provide necessary information regarding these transactions to the appropriate offices within the Administration.

In the case of item 2 above, the provision of services to the people of a country or to displaced persons, the responsibility for dealing with the agencies concerned rests in the Bureau of Services. The Bureau of Services will facilitate or obtain the necessary clearances and services within the Administration, deal with other interested agencies such as the President's War Relief Control Board, and provide necessary information regarding these transactions to the appropriate offices within the Administration.

The programs comprehended in item 3 above, supplementary programs, fall largely in the general fields of health and welfare services to the people of a country or to displaced persons. The Bureau of Services is responsible for dealing with agencies concerned with this type of activity, for facilitating or obtaining the necessary clearances and services within the Administration, and for conducting necessary negotiations with other agencies such as the President's War Relief Control Board. This type of activity may involve the provision by USERRA of aid in the shipment of supplies and consultation on specifications, procurement, allotments, etc. The Bureau of Services will keep the Bureau of Supply advised in general of the development of such programs to the point at which the agency requires aid in shipment and/or consultation on specifications, procurement, and other matters, at which time the Bureau of Services

will obtain the help required by the agency, or arrange for the consultation of agency representatives with the appropriate offices of the Bureau of Supply. It is anticipated that, in the case of the major supplementary programs, meetings may be arranged at the appropriate time between agency representatives and the officials of UNRRA concerned with the various aspects of these programs.

The above procedures are not meant to hinder consultation between agency representatives and any office ^{within} UNRRA which is in a position to assist the agency at any time, but rather to facilitate such contacts and to provide for the orderly handling within UNRRA of matters of concern to voluntary agencies.

Mc Connell

28 June 1945

TO: Michail Menshikov
FROM: Conrad Van Hying
SUBJECT: Voluntary Agency Personnel

I. PURPOSES

The purposes of this statement are to review the use of voluntary agency personnel under the supervision and direction of Unrra and to suggest some principles for future relationship between Unrra and voluntary agencies.

II. HISTORICAL BACKGROUND

In the initial stages of organization of Unrra it was presumably held desirable to plan the operations of Unrra in such a way as to provide adequate scope and incentive for the utilization both of the funds collected privately for relief purposes, and the use of the personnel of voluntary foreign relief organizations.

The most efficient method of channeling aid from these voluntary agencies to Unrra is through the medium of Councils of voluntary agencies for foreign relief established in various countries. Councils have been established in seven countries. These seven are in chronological order:

United Kingdom (July 1942) Council of British Societies for Relief Abroad (CBSRA)

United States (July 1943) American Council of Voluntary Agencies for Foreign Service (ACVAFS)

Cairo (July 1943) Cairo Council of Voluntary Societies for Balkan Relief (CCVS)

Canada (June 1944) Council of Canadian Voluntary Agencies Assisting Unrra

New Zealand (August 1944) New Zealand Council of Organizations for Relief Overseas (CORSO)

Australia (1944) Australian Council for Unrra (ACU)

South Africa (October 1944) South African Council of Voluntary Agencies

In every case the national government has lent its aid to the formation of the national council. In most countries the first meeting of voluntary agencies for this purpose was called by the government officials or at their suggestion, although in all countries except Australia the council has thereafter carried on as an independent body. In two countries the council antedates Unrra; in Canada, Australia, and South Africa, however, the immediate object of the government in promoting the establishment of a council was cooperation with Unrra.

The response from the voluntary agencies has been very satisfactory, both by contributing their own personnel and by soliciting public contributions of scarce supplies, and their national consultative councils have provided channels for enlisting their cooperation and providing appropriate scope for their activity.

III. PRESENT STATUS OF VOLUNTARY AGENCY PERSONNEL ASSIGNED TO UNRRA.*

The basis for assisting Unrra with voluntary personnel varied slightly from country to country. In the United States most of the personnel were seconded to Unrra for service in the Balkans. The personnel were used as individuals and distributed by Unrra according to their abilities. In the United Kingdom the bulk of the personnel were organized as teams or working parties and assigned to Unrra. In the latter plan the group included non-technical personnel, e.g. drivers, first aid attendants, etc. However, both plans created many administrative and supervisory problems and it has become apparent to those who have analyzed the situation that it is now necessary to adopt a more efficient plan for the future use of voluntary agencies.

IV. MAJOR REASONS FOR A CHANGE IN PLAN.

In considering the problem of how to best utilize the resources of voluntary agencies, it may be useful to distinguish between the early development within Unrra and its present and future tasks. It has been generally agreed within Unrra that the organization has passed through the initial stage of planning and emergency operation. In this stage it was expedient to adopt the simplest and quickest method of getting voluntary agency personnel on the job. The two methods described above were appropriate for those purposes. However, Unrra has now reached its stride and is gaining momentum with each additional week of operation. Therefore, the experience of the past year should be examined for guideposts for meeting the new requirements from the field.

In reviewing the contributions of voluntary personnel to the overall emergency relief, medical, and welfare activities now being conducted by Unrra, there are some distinct advantages and disadvantages which have been reported from the field. They may be summarized as follows:

* See attachment for voluntary personnel assigned to Unrra.

1. Advantages

- a. Use of experienced personnel.
- b. Time saved in recruitment.
- c. Available knowledge of the liberated countries.
- d. Provided opportunity to make a definite contribution.
- e. Provided opportunity for volagencies to get personnel into countries.
- f. Saving of Unrra funds.

2. Disadvantages

- a. Created divided loyalties for the personnel.
- b. Created administrative and supervisory problems, for example:
 - (1) Salaries were different for same job.
 - (2) Lack of uniformity of personnel standards.
 - (3) Administrative responsibility not always defined.
 - (4) Lack of necessary cohesiveness in staff.
- c. Unrra received unwarranted criticisms, for example:
Because Unrra could not control all the factors such as travel and time for the beginning of operations, etc., the arrangement encouraged undue criticism of the Administration and organization of Unrra.
- d. Violated accepted function of voluntary agencies.

The general attitude in the American Council now seems to be that the volagency personnel seconded to Unrra is for all intents and purposes Unrra personnel. The National War Fund agency, which provides the funds for most of the members of this Council, has raised the question as to whether it will be possible to raise sufficient funds through voluntary contributions for a program which is not easily identified as volagency services. This situation has resulted from the apparent loss of identity of the volagencies in Unrra activities. This factor no doubt is the basis for the position of

the British volagencies in their insistence that Unrra use their personnel in teams or as working parties. They believe that their contribution would be greater if the identity of volagency personnel could be protected.

The above disadvantages are by no means insurmountable and were not necessarily caused by the present arrangements with the volagencies. Nevertheless, they do represent major problems which need to be corrected as soon as possible.

V. SUGGESTIONS FOR FUTURE RELATIONSHIPS - PERSONNEL

It would seem that the most efficient utilization of the resources of the volagencies would be to adopt the following suggestions:

1. Discontinue the practice of secondment.

The principle of secondment is not consistent with the accepted basic function of volagencies and Unrra.

2. Develop supplementary projects which will be staffed and financed by voluntary agencies.

These projects would include all services which are beyond the scope or resources of Unrra. However, it will probably be necessary to assign a staff member to each mission who can give full time to this aspect of planning and operation.

The two proposals if adopted and carried out should clarify the respective functions of voluntary agencies and UNRRA, and insure the full utilization of volagency resources. Furthermore, it may encourage a continuation of Unrra groundwork and planning provided public funds taper off or when Unrra has completed its original mission.

HOFFER:sc

2 attachments

- 1--Location of volag personnel 6-15-45
- 2-- " " " " 2-28-45

*The Connally
File*

Welfare Division Proposal for Reorganization of Voluntary Agency Liaison

The reorganization at Headquarters presents the opportunity of delegating responsibility and authority for liaison with non-governmental bodies, including voluntary foreign relief organizations, to a more effective organizational position in order to fulfill the objectives of the liaison job.

The Liaison Officer is responsible for establishing and maintaining cooperative relationships between UNRRA and the voluntary non-indigenous relief agencies, in accordance with Resolution 9, First Session, UNRRA, Council, and Administrative Order No. 21. This includes:

1. Representing UNRRA in relations and negotiations with the President's War Relief Control Board, the American Council of Voluntary Agencies, the Canadian Council of Voluntary Agencies, as well as similar councils in Australia, New Zealand, South Africa and elsewhere.
2. Keeping continually informed on and interpreting the UNRRA program, needs, policies, and operations to the voluntary agencies, as a basis for joint formulation with them of programs designed to assist and supplement UNRRA operations.
3. Developing, planning and approving the use of voluntary agency personnel in relation to the UNRRA program in cooperation with the agencies and UNRRA officials.
- ✓ 4. Developing, planning and approving special or supplementary projects of voluntary agencies in areas of UNRRA operation in cooperation with the agencies and UNRRA officials.
5. Maintaining relationship with and records on all U.S. and Canadian voluntary agency personnel proposed and accepted for service with UNRRA.
6. Making speeches, preparing articles, correspondence and cables, as requested, in performance of the above.
7. Maintaining liaison between all bureaus and divisions of UNRRA as required to carry out the responsibilities above.

It is clear that these tasks cannot easily be carried out through a single functional division; rather they refer to and cut across all parts of the Administration. To facilitate the assembling of necessary facts, to provide for close and sustained connection with the Bureaus of Services and of Supply, to be in position to negotiate with non-governmental bodies, and to make final decisions based on the recommendations of the Bureaus concerned, this function of liaison must be placed in an administrative or top line position.

One pertinent part of the liaison job, which must be recognized in its full implication, is the over-all public relations factor. To bring the full weight of this important aspect to the job requires that it be spotted in a relatively strategic place in the Administration, not in any single functional segment of it.

There seemed to be justification for delegating this job to the Welfare Division initially, since for the most part it was conceived as a work of recruiting Welfare personnel, and because most of the volagencies were assumed to be concerned with welfare service programs. This is largely no longer true. The fact is that supplementary supply and medical-social programs are closer to the core of volagency interest and activity, and recruitment is no longer a major activity. There also has developed the need for liaison with volagencies on questions of shipping, procurement, legal matters, public relations, etc. The central idea is that in trying to assist volagencies play their part in the total program, the Administration is called upon to advise, inform and negotiate on all aspects of personnel, program, activity, policy, etc.

It should be noted that despite delegation to the Welfare Division of the over-all liaison with volagencies, there has developed within the Administration aspects of this function in at least four different parts of the organization:

1. Public Information has a special assignment or non-governmental bodies.
2. A consultant on cooperatives in OPI carries on similar liaison with the coops and related groups.
3. Supply has a Branch of Contributed Supplies which deals with non-governmental bodies.
4. Welfare Division Voluntary Agency Liaison Officer.

(There are many other parts of the organization which have become of necessity involved in direct dealings with volagencies in one form or another, e.g. General Counsel, Health on specialized health projects, Areas, etc. The main ones, however, are cited above.)

It is, therefore, proposed that a department of liaison with non-governmental bodies be created, attached to the Office of the Senior Deputy Director General. Liaison functions now being performed in the Bureaus of Supply and of Services and in the Office of Public Information should be transferred to this department.

The number of persons necessary to carry out the work of the department based on current work assignments would be the total of persons currently engaged in this work as above. The combination no doubt will integrate many functions now vested in more than one person. This is an arbitrary judgment based on the status quo and current work assignments.

It should be recognized that full exploitation of the values of volagency liaison is only now becoming possible, with UNRRA becoming operative in more liberated areas. With a strong top department on the move, and in a position to serve the needs of and, in turn, to receive the benefits of volagency cooperation, a more accurate picture of personnel and assignment requirements will appear, and the Administration's policy with regard to non-Governmental bodies, including voluntary foreign relief organizations, will have a good chance of being fulfilled in practice.

W.
WE 151/5

To: MR. RATTLE

From: J. A. KILMER - Welfare Division

File: (D. P. OPERATION - GERMANY)
Agreements with Voluntary Societies

We feel that some arrangement should be made whereby SHAF would be notified of the agreements entered into on the Continent between USRA and voluntary societies. This is desirable not only that we ourselves may know the kinds of societies, the nature of the services to be rendered and the number of personnel involved, but because we may be asked at any time (e.g. by one of the Standing Sub-Committees) for details of the part being played by voluntary societies in assembly centre work. Would it therefore, be possible to arrange for appropriate details to be furnished by Mr. Kilmer as each agreement is approved by SHAF, so that we have a complete record here.

We also consider that similar notifications should be sent to the USRA staff at Army Group and Army Headquarters. If the Area Welfare Officer, for example, is to be responsible for the general liaison with voluntary societies in the field, he will require to know whether a particular society is in fact authorized by SHAF, to engage in operations and what type of activities the society has agreed to undertake. It seems to us that it would be undesirable to leave the USRA officers responsible for the supervision of voluntary societies in ignorance of information which is essential to smooth working. Could it be arranged with Mr. Kilmer to do this?

We would propose also that a copy of the SHAF Directive be sent to the USRA staff at Army Group and Army Headquarters so that they may have this for reference.

2/1/45.
June 2nd, 1945.
JAN/AD

File Italy
File: M.E.O.
[Signature]

January 9, 1945

Dear Jim:

I have noted with interest the last paragraph of the minutes of the December 26 meeting of the Council's Committee on the Balkans. The wording of the references to the PWRCB and the NWF perplexes me.

In my opinion it is entirely proper to construe the stipulations made by the Board and by the War Fund as permitting whatever useful activity may be found for workers loaned to UNRRA for the Balkan Mission during the period when they are awaiting assignment to the area for which they were recruited. Unreasonable prolongation of the waiting period unquestionably would raise serious question about the whole venture, but whether the staff were used meanwhile in Cairo or in Italy or elsewhere would not be a particularly important matter.

I do not consider that such an arrangement should be construed as using these people "without regard to prohibitions laid down by the PWRCB or the War Fund." In fact the phrase seems to suggest a relationship between UNRRA, the participating agencies, the Board and the War Fund which I would view as unsound and unworkable.

If my interpretation of the significance of the discussion is correct I think the minutes might be amended to read "If their services are emergently needed under the Italian Mission, UNRRA officials will doubtless use them temporarily where they will be most effective within the general conditions laid down by the PWRCB and the War Fund."

If the reports suggested by Mr. O'Connor's motion indicate that the basic objective of the present arrangement should be changed, I would be as uncertain as members of the Committee seem to have been as to the Board's attitude in the matter.

Sincerely yours,

James Brunot
Executive Director

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

JB:EC

CC: Mr. Jensen - Mr. Van Hynning

UNRRA

OUTGOING TELEGRAM



NUMBER: 7048
TO: London
RECEIVED CABLE SECTION: 17/11/45 - 12:45 p.m.
DISPATCHED: 18/11/45 - 6:00 a.m.

*Mr. Henniger,
Please explain.
Hh*

Reur 6133

For Sir Michael Greagh.

Most happy you visiting Headquarters. Following schedule being arranged.

First four days conversations with voluntary agency liaison officers Headquarters on ERO and Headquarters volagency liaison operations, American volagency programs plans; conferences members Headquarters staff; staff meeting Welfare Division; meeting group composed interested members staff Welfare, Health, Displaced Persons Divisions.

Four days New York address meeting Amcouncil Volagencies or meet with group composed Executive Committee and chairmen other committees; attend called meeting Amcouncil's Interim Committee on Displaced Persons; conferences with heads major volagencies operating UNRRA served countries Europe.

Two days being held open subject your suggestions. Comments on above welcomed.

Agencies here primarily interested in ERO Volagency procedures, volagency problems DP operations Germany, all helpful information concerning initiation operation supplementary projects, information on programs being developed by volagencies of other countries. Prefer informal discussions to addresses.

Information concerning Amvolagencies being assembled for you to carry back.

(2)

Desire express appreciation for increased flow information regarding Volagency matters and speedier handling volagency negotiations.

Drafted by:
Leonard L. Hemminger (Welfare)
17 November 1945

DISTRIBUTION:

EG - 2
SDDG - 1
DDG (Hendrickson) - 1
DDG (Gill) - 1
OCM - 2
SER - 4
W - 2
FILES - 2

(SECRET BOOKS)

UNRRA

COMMUNICATIONS SECTION
DIVISION OF ADMINISTRATIVE SERVICES

INCOMING TELEGRAM

ERL
H. Ben

NUMBER: 6133
FROM: London
DATED: 13/11/45
RECEIVED: 13/11/45 - 2:45 p.m.

Following for Henninger:--

Sir Michael Cragh expects to arrive Washington 1st December for 10 days. Can you arrange programme and forward to ERO for information. Will cable exact date of arrival in near future.

DISTRIBUTION

DG - 2
SDDG - 2
OCM - 2
FA - 1
*Services - 4
W - 2
FILES - 2

(SECRET BOOKS)

45

Dist. 2:52 p.m.
mtj - 4:52 p.m.

NATIONAL BUDGET COMMITTEE

Sponsored by Community Chests and Councils, Inc.

155 EAST 44 STREET • NEW YORK 17, N. Y. • MURRAY HILL 6-5540

Honorary Chairman
GERARD SWOPE
New York

Chairman
HENRY BRUERE
New York

Vice Chairman
C. M. BOOKMAN
Cincinnati

SIDNEY HOLLANDER
Baltimore

ARTHUR ROTCH
Boston

EDWARD L. RYERSON
Chicago

Members
MRS. FLORENCE S. ADAMS
Birmingham

J. B. ADOUE, JR.
Dallas

ABRAHAM BLUESTEIN
New York

OTTO F. BRADLEY
Philadelphia

MAXWELL HAHN
New York

ELLIOT JENSEN
Cleveland

S. WHITNEY LANDON
New York

KIRK E. LATTA
St. Louis

ROBERT O. LOOSLEY
Providence

DAVID J. McDONALD
Pittsburgh

JOSEPH A. McDONOUGH
Philadelphia

LYNN D. MOWAT
Los Angeles

JAMES L. PALMER
Chicago

LEO PERLIS
New York

L. L. SMITH
Akron

JAMES TWOHY
St. Paul

MRS. DE FOREST VAN SLYCK
New York

JAMES B. WEBBER, JR.
Detroit

CARL WEEKS
Des Moines

HAROLD J. WINEY
San Francisco

Secretary
JAMES BRUNOT

CONFIDENTIAL

TO: EXECUTIVES OF MEMBER CHESTS OF
COMMUNITY CHESTS AND COUNCILS, INC.

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONS

25 Exchange Street
Rochester 4, New York

The 1947 budget of the National Association of Legal Aid Organizations in the proposed amount of \$10,000 was considered on December 5, 1946 by a special Panel including

Mr. Henry Bruere, Chairman
Mr. Abraham Bluestein
Mr. S. Whitney Landon
(Mr. James Brunot)

The Association's program and budget were presented and explained by Mr. Emery A. Brownell, Secretary, and Mr. Louis Fabricant, Chairman of the Budget Committee of the Association.

On the basis of information presented at that time and supplied later as requested during the hearing, the Panel reports on behalf of the National Budget Committee as follows:

1. The 1947 budget of \$10,000 was proposed by the National Association of Legal Aid Organizations with the comment that it is insufficient to provide staff and facilities to carry out adequately the Association's stated objectives. At the suggestion of the budget panel, an estimate of minimum adequate expenditures totaling \$37,000 was prepared and is included as a supplement to the budget originally proposed.
2. The Committee understands that the Russell Sage Foundation now is making a study of legal aid problems, needs and services, which the Association hopes to use as a further guide in developing its program to meet community needs.

To provide an orderly medium through which national agency program plans and requests for support may be channeled to local communities.

CONFIDENTIAL

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONS

- 2 -

3. In 1946-7-8 the Association's necessarily limited activity in promoting new legal aid organizations will be supplemented temporarily by the American Bar Association. For that period, the ABA has assigned a part-time field representative to work through Bar Association channels to stimulate organization of legal aid facilities in key spots of urgent need. This supplementation, however, will increase rather than diminish the work of the NALAO which is expected to assist in actually organizing new local agencies and in integrating them into the present framework of legal aid and related social services.
4. The Association's fund-raising plans in relation to its proposed budget of \$10,000 are described in the attached materials. No plan has been formulated for financing the projected minimum adequate program. The budget panel notes that the Agency's quota plan for dues and contributions (totaling \$8,000 from 58 communities with local member agencies) seems modest as the primary basis for support of the national service agency for a highly technical field. The panel also notes that the Association has not planned to seek support from communities where its function now is limited to preliminary organizing work.
5. After considering the character of the services for which the Agency is maintained and the potential use of its facilities, the National Budget Committee considers that the National Association of Legal Aid Organizations would be warranted in planning to expand its activities as outlined in its minimum adequate estimate. In the opinion of the Committee, the Association's objectives as outlined in the supplementary estimate indicate that a full-time secretariat including personnel for field service would afford more productive use of resources than the present plan of operations.
6. The Committee suggests that the Association, while continuing for the present under its budget of \$10,000, actively consider ways and means of carrying out the plan outlined in the supplementary estimate of \$37,000. The Committee suggests that the Association, through its usual budget procedure and in consultation with representative community planning organizations, attempt to formulate a plan for obtaining support of its minimum adequate proposal and submit the plan to the Committee for its consideration and advice.

National Budget Committee

James Brunot
Secretary

JB:km

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONSPROPOSED BUDGET
FOR YEAR BEGINNING JAN. 1 AND ENDING DEC 31RECEIPTS

	Actual for <u>1945</u>	Budget for <u>1946</u>	Request for <u>1947</u>
Cash on Hand at beginning of year	\$ <u>2,376.40</u>	\$ <u>550.00</u>	\$ <u>500.00</u>
Interest on Endowments	25.00	-	50.00
Dues of Member Organizations <u>1/</u>	3,424.14	3,200.00	3,600.00
Contributions <u>2/</u>	2,610.00	3,250.00	4,400.00
Foundation Grants <u>3/</u>	1,250.00	750.00	750.00
Reimbursement for Services <u>4/</u>	500.00	500.00	500.00
Sale of Publications	391.46	100.00	200.00
Miscellaneous	35.70	-	-
Sub-total, Receipts during Year	\$ <u>8,236.30</u>	\$ <u>7,800.00</u>	\$ <u>9,500.00</u>
Total Receipts with Cash on Hand	\$ <u>10,612.70</u>	\$ <u>8,350.00</u>	\$ <u>10,000.00</u>

Notes:

- 1/ Regular members pay annual dues ranging from \$25 to \$200 depending upon size of case-load. There is also a preliminary type of membership at \$10 a year for volunteer legal aid committees and beginning organizations.
- 2/ Contributions are from three principal sources: (a) Member organizations are encouraged to contribute the difference between their dues and the "Quota" for their cities. This may be paid from their operating budgets or paid directly by their supporting Community Chests. (b) Contributing memberships are solicited from individuals in cities where the member organization or Community Chest does not assume responsibility for the "quota". (c) A few special contributions in amounts above \$100 are received from interested persons.
- 3/ Includes Russell Sage Foundation grant of \$750 and a special grant for war work from the Hayden Foundation of \$500.
- 4/ From American Bar Association for collecting annual statistical data.

At present time "quotas" are assigned only to cities in which there is a member organization. Quotas are allocated on a basis which combines the factors of (a) case-load, (b) cost of operation, (c) population served.

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONSPROPOSED BUDGET
FOR YEAR BEGINNING JAN. 1 AND ENDING DEC 31EXPENDITURES

	Actual for 1945	Budget for 1946	Request for 1947
<u>Personal Service</u>			
Administrative and Professional Salaries	\$ 1,800.00	\$2,400.00	\$ 2,820.00
Clerical Salaries	1,917.50	1,800.00	2,400.00
Other Compensation <u>1/</u>	250.00	250.00	250.00
Retirement Fund Expense	-	-	125.00
<u>Services Other Than Personal</u>			
Communications	294.59	300.00	360.00
Transportation and Travel <u>2/</u>	956.74	1,300.00	1,345.00
<u>Materials and Supplies</u>			
Printing and Stationery	1,522.79	920.00	1,100.00
Other Office Supplies	444.24	400.00	400.00
Publicity Material, Supplies and Media and Miscellaneous	318.42	500.00	500.00
<u>Equipment</u>			
New Equipment (incl. in Materials and Supplies)	-	-	100.00
Replacement of Equipment (incl. in Materials and Supplies)	-	-	100.00
<u>Fixed and Special Charters</u>			
Rent	150.00	300.00	300.00
Membership Dues	101.50	180.00	200.00
Total Expenditures	\$ 7,755.78	\$8,350.00	\$10,000.00

NOTES

1/ Covers payment of salary dues former Secretary but the amount is added to the endowment capital by agreement.

2/ Includes expenses incident to conducting annual meeting and committee meetings.

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONS
RECEIPTS AND EXPENDITURES BY FUNCTIONS OR PROJECTS
FOR YEAR BEGINNING JAN. 1 AND ENDING DEC. 31

	Estimated Receipts for Year <u>1947</u>	Estimated Expen- ditures <u>1947</u>
<u>Functions or Projects</u>		
1. Annual Meeting and Committee Activities <u>1/</u>	None	\$ 4,000.00
2. Services to Members <u>2/</u>	\$ 200.00 <u>4/</u>	4,000.00
3. Liaison and Promotion <u>3/</u>	<u>500.00</u> <u>5/</u>	<u>2,000.00</u>
Total	\$ 700.00	\$10,000.00

NOTES

- 1/ Includes executive and secretarial service in planning, promoting, conducting and reporting the Annual Legal Aid Conference, two Executive Committee meetings and occasional meetings of various Standing Committees such as (a) Legal Research and Legislation and (b) Policies, Standards and Statistics. It also includes organization of committees and developing projects.
- 2/ Includes preparing and distributing the Proceedings of the Annual Conference and reports of committees; publication and distribution of the NALAO BRIEF CASE (Issued monthly except during summer months); preparation each year of a comprehensive Legal Aid Directory listing all legal aid committees and facilities in the U S and Canada; collecting and tabulating monthly and annual statistics on legal aid work in the U. S. and Canada; answering requests for information.
- 3/ Includes activities carried on jointly with the American Bar Association; attendance at ABA meetings and meetings of the National Conference of Social Work at which the NALAO provides consultation and information service; activities with the National Social Work Assembly; assisting members that are in difficulties; limited field services involving visiting organizations and preparing reports; occasional surveys and reports as to particular aspects of the work; coordination of promotional work being done by the NALAO Planning Committee, by the ABA Committee on Legal Aid Work and by state and local groups
- 4/ Sale of Proceedings and other publications.
- 5/ From American Bar Association for statistics.

MEMORANDUM FOR COMMUNITY CHESTS

In re: Support of the National Association
of Legal Aid Organizations

The purpose of this memorandum is to outline the services of the National Association of Legal Aid Organizations which are of substantial value to communities in which it has member organizations and to explain how these services are financed. It is recognized also that these communities have a stake in such broad objectives of the Association as the organization of legal aid offices in other communities which need the service, the interpretation of legal aid work to the public at large, and the promotion on a national basis of remedial legislation in the socio-legal field. However, this memorandum is limited to the more direct benefits which the Association brings to its members.

LOCAL BENEFITS1. Digests of the Law

The NALAO prepares and publishes digests of the law on subjects of particular importance to legal aid offices. For example during 1944 the following were compiled and distributed:

- a. Digest of laws of the various states on proxy and common law marriage
- b. "Wills for Servicemen"
- c. Digest entitled "Divorce, Annulment and Separation in the United States" containing charts as to grounds, court costs, practice and procedure."

2. Legal Aid Directory

There is compiled annually a Legal Aid Directory, listing all legal aid facilities in the United States and Canada (non-members as well as members). This directory gives the names of the attorneys in charge, provides essential information as to the scope of the service offered by each organization, size of staff etc.

This is an invaluable service as it enables a member organization to refer promptly and intelligently the case of any local client who requires the services of a lawyer in any other community. For example, a frequently occurring case which needs such help is one in which a client is sued for divorce in another state by a husband who has deserted the family and is attempting, through divorce, to free himself from his obligations to his wife and children.

3. Other Publications

Each member organization receives a copy of the proceedings of the annual meeting containing addresses, papers and a summary of discussions thereon. Also distributed are occasional bulletins on matters of office policies, procedures and techniques.

Of particular benefit are the monthly issues of the "NALAO Brief Case", a mimeographed publication devoted exclusively to current legal aid problems and developments.

12/5/46

P. 5

MEMORANDUM FOR COMMUNITY CHESTSNALAO4. Committee Studies

The privilege of sharing the findings of the Association's several committees which study and make recommendations concerning such matters of legal aid concern as the Soldiers' and Sailors' Civil Relief Act, non-support and desertion, court costs, installment buying, wage earner's debt relief etc. is of primary benefit to local communities.

5. Personal Relationships

Because of membership and attendance at the annual conference of the Association the executive and key staff attorneys become acquainted with persons holding similar positions in other cities. Aside from the helpful opportunity this affords to exchange experiences and ideas, it tends also to promote more active and understanding cooperation on cases which require service in the cities where the attorneys are personally acquainted.

THE NATIONAL BUDGET

To carry on these worthwhile services to its members, the National Association of Legal Air Organizations is presently operating on an annual budget of \$7,500. It must be admitted that this budget is altogether inadequate for the size of the job and that much of the work must be carried on by the volunteer efforts of staff executives and lawyers of its members.

The Association employs only a part time Secretary and one full time clerical worker. Disbursements in 1944 totalled \$7,140.00. The budget for the calendar year 1945 is as follows:

Salaries	\$ 3,750
Communications	300
Travel & Comm. Expense	600
Equip. & Supplies	300
Publications	800
Other Printing & Mimeo.	350
Promotion	500
Finance Campaign	500
Unclassified	400
	<u>\$ 7,500</u>

SOURCES OF SUPPORT

The largest single item of income for the Association is the dues of its member organizations. In 1944 such dues accounted for \$3,193.63. The amount of dues paid by a member organization depends upon its annual case-load and is fixed by the Association's constitution as follows:

1. Where the annual case-load exceeds 5,000 cases, the dues are \$200 a year
2. Where the annual case-load is between 1,500 and 5,000 cases, the dues are \$75 a year
3. Where the annual case-load is less than 1,500 cases, the dues are \$25 a year.

However it is obvious that income from dues of member organizations is less than half that needed to provide a minimum of the services to members listed in the first part

MEMORANDUM FOR COMMUNITY CHESTS
NALAO

of this statement. For the balance, the Association must look to other sources. During the early part of its history, Foundation grants were available to cover this gap. Except for the dues of member organizations and a modest annual gift of uncertain duration from the Russell Sage Foundation, the only substantial source of income open to the Association in recent years is in the form of contributions from individuals, the member organizations themselves of Community Chests. In order to raise a budget of \$7,500 it is necessary to secure \$3,000 from such sources.

QUOTAS

In order to spread the responsibility for support of its program equitably, the Association has devised a formula for allocating quotas to its member organizations. Under this formula, the member communities are expected to raise a share of the national budget in proportion to the comparative standing of their legal aid service with respect to:

- a) Case load
- b) Gross operating cost
- c) Population served

Members are also given an opportunity at the annual meeting of the Association to question either the budget or the allocation of quotas. Dues, of course, are credited against these quotas but, for most members, their dues are substantially less than their quotas.

RAISING THE QUOTAS

Three methods are used by member societies to meet their quotas. Some accept the quota as part of their own operating costs and pay both dues and quota assessment out of operating funds. Others cooperate with the National office in carrying on an annual campaign in their cities for individual "contributing memberships". In an increasing number of communities, however, the Community Chest is accepting direct responsibility for the local quota in lieu of either a solicitation of contributions or an assessment against the operating funds of the local legal aid office.

Contributions from individuals amounted to \$1,153.00 in 1944 and came from sixteen cities. Contributions over and above dues were made by member organizations and Community Chests in twelve cities and amounted to \$1,475.00.

The National Association of Legal Aid Organizations has consistently maintained a policy of cooperating with local Community Chests in the matter of seeking support for its work. It has refrained from soliciting contributing memberships wherever doing so might embarrass a member organization in the community. Above all legal aid needs the interest and good will of the public. But interest and good will alone do not provide inter-city referral machinery, or improved standards, or an effective exchange of legal aid techniques or the many other helpful services which the local societies expect and need from their national office.

National Association of Legal Aid Organizations
25 Exchange Street
Rochester, 4, New York

NATIONAL ASSOCIATION OF LEGAL AID ORGANIZATIONSMINIMUM ADEQUATE ESTIMATE

The following estimated expenditures are based upon what the Association needs to discharge its basic responsibilities to member communities in a reasonably adequate measure and to carry on a minimum program of liaison (1) with the American Bar Association for the organization of new legal aid facilities where needed and (2) with councils of social agencies and social work groups for the effective use of legal aid in the local programs of welfare service.

I Headquarters Office

For general administration and service covering (1) Planning, conducting and reporting the Annual Legal Aid Conference and committee meetings; (2) Preparation and distribution of publications such as the monthly house organ (NALAO Brief Case), annual editions of the Directory which lists all legal aid facilities in the U. S. and Canada and through which needed service is secured in other cities for local clients, bulletins on special problems of operation, and various interpretive pamphlets; (3) Research on legal problems facing member organizations looking toward remedial legislation or improved techniques and procedures (Examples: Non-Support cases, installment selling abuses).

Personal Service

Administrative and professional salaries, including 2/3 of the salary of the Secretary; an assistant for editorial work, public relations and income promotion; and part-time legal research personnel.....	\$14,000.00
Clerical salaries.....	3,000.00
Other compensation.....	500.00
Retirement Fund Expense.....	1,300.00

Services Other than Personal

Communications.....	600.00
Transportation and Travel.....	600.00

<u>Materials and Supplies.....</u>	<u>2,000.00</u>
------------------------------------	-----------------

Fixed and Special

Rent.....	1,500.00
Membership Dues.....	500.00

<u>Total Headquarters Office</u>	<u>\$24,000.00</u>
----------------------------------	--------------------

II Field Service and Liaison

Covering (1) Assisting the American Bar Association in organizing new legal aid facilities by providing materials and consultation service; (2) Survey assistance, interpretation and consultation service for chests and councils, social welfare agencies and legal aid organizations as to problems of operation and relationship; (3) Attendance at meetings and participation in activities of national organizations in the related fields of law and social work.

Personal Service

Administrative and professional salaries including 1/3 of the salary of the Secretary and one full- time field assistant.....	\$ 8,000.00
Clerical Salaries (part-time).....	1,000.00
Retirement Expense,.....	600.00

Services other than Personal

Communications and Travel.....	3,400.00
<u>Total Field Service and Liaison</u>	<u>\$13,000.00</u>

TOTAL EXPENDITURES	<u>\$37,000.00</u>
--------------------	--------------------

OBJECTIVES

Equality before the law - to enforce or defend one's legal rights - is generally impossible without the services of a lawyer. Lack of good legal aid facilities is a practical denial of justice to seven persons out of every one thousand annually who because of poverty cannot hire a lawyer. Not only does this work against good citizenship, it actually costs these cities several times the expense of legal aid in preventable relief alone.

With the tools and facilities made possible in this budget the Association could go far in achieving the following goals:

- 1) The organization, in cooperation with the American Bar Association, of legal aid offices in 36 communities in the U.S. having a population in excess of 100,000 and no existing legal aid facilities of any kind.
- 2) The conversion of presently inadequate volunteer legal aid service now operating in 37 other equally large cities into effective legal aid offices with paid staffs.
- 3) The strengthening, by improved standards of operation, by more effective working relations with other social welfare services, and by needed assistance from the national office, of the 64 legal aid offices now in existence.
- 4) The establishment of legal aid facilities in many smaller cities and rural areas which also need this essential service.

NATIONAL BUDGET COMMITTEE

Sponsored by Community Chests and Councils, Inc.

155 EAST 44 STREET • NEW YORK 17, N. Y. • MURRAY HILL 6-5540

Honorary Chairman
GERARD SWOPE
New York

Chairman
HENRY BRUERE
New York

Vice Chairman
C. M. BOOKMAN
Cincinnati

SIDNEY HOLLANDER
Baltimore

ARTHUR ROTCH
Boston

EDWARD L. RYERSON
Chicago

Members
MRS. FLORENCE S. ADAMS
Birmingham

J. B. ADOUE, JR.
Dallas

ABRAHAM BLUESTEIN
New York

OTTO F. BRADLEY
Philadelphia

MAXWELL HAHN
New York

ELLIOT JENSEN
Cleveland

S. WHITNEY LANDON
New York

KIRK E. LATTI
St. Louis

ROBERT O. LOOSLEY
Providence

DAVID J. McDONALD
Pittsburgh

JOSEPH A. McDONOUGH
Philadelphia

LYNN D. MOWAT
Los Angeles

JAMES L. PALMER
Chicago

LEO PERLIS
New York

L. L. SMITH
Akron

JAMES TWOHY
St. Paul

MRS. DE FOREST VAN SLYCK
New York

JAMES B. WEBBER, JR.
Detroit

CARL WEEKS
Des Moines

HAROLD J. WINEY
San Francisco

Secretary
JAMES BRUNOT

CONFIDENTIAL

November 19, 1946

TO EXECUTIVES OF MEMBER CHESTS OF
COMMUNITY CHESTS AND COUNCILS, INC.

CHILD WELFARE LEAGUE OF AMERICA, INC.
130 East Twenty-Second Street
New York 10, N. Y.

The 1947 budget of the Child Welfare League of America, Inc. in the gross amount of \$174,150 was considered on November 19 by a special Panel consisting of

Mr. Henry Bruere of New York, Chairman
Mr. Sidney Hollander of Baltimore
Mr. Elliot Jensen of Cleveland
Mr. S. Whitney Landon of New York
Mr. Arthur Rotch of Boston
Mr. Carl Weeks of Des Moines
(Mr. Ralph Blanchard)
(Mr. James Brunot)

The Agency's program and budget were presented by Frank R. Pentlarge, Treasurer, Howard W. Hopkirk, Executive Director and Spencer Crooks, Assistant Executive Director, of the League.

On the basis of the information presented by the Agency, the Panel reports on behalf of the National Budget Committee as follows:

1. The 1947 budget of the Child Welfare League of America, Inc. covers the second year of a five-year plan to expand and intensify the League's program. This plan was adopted by the organization's Board of Directors in 1945 and initiated in 1946.
2. The National Budget Committee considers that the Child Welfare League's efforts to increase the effectiveness of its program are amply justified by the Agency's past record and by the importance of its basic functions as a

To provide an orderly medium through which national agency program plans and requests for support may be channeled to local communities.

CHILD WELFARE LEAGUE OF AMERICA, INC.

-2-

voluntary organization to stimulate public understanding, to encourage provision of more adequate public and private resources and to establish high standards of service in the broad field of child welfare.

3. In 1946 approximately 37.5% of the League's budget will be met by dues from member agencies, 47% by contributions and foundation grants and 15.5% by earnings and other miscellaneous income. The expansion plan maintains the same rate of membership dues (the amount increasing through acceptance of new members) and calls for increasing contributions and foundation grants to 60% of the 1947 budget. The Committee understands that the League, before actually launching intensified efforts to secure increased contributions from the public, will discuss possible methods of fund raising with representative member agencies and community chests.
4. After careful consideration of the functions and services of the Agency and of the program and management plans presented, the National Budget Committee considers that the Child Welfare League of America, Inc. is warranted in projecting for 1947 a program requiring the expenditure of \$174,150 and in seeking the additional support required.

NATIONAL BUDGET COMMITTEE

James Brunot
Secretary

CHILD WELFARE LEAGUE OF AMERICA, INC.

Budget - 1947
Comparisons with Current Experience,
and Goal for 1950

Income	1950 Tentative	1947 Budget	1946	1946
			9 Mo. Actual 3 Mo. Est.	9 Mo. Actual
1. Foundations	\$ 40,000	\$ 30,000	\$ 10,000	\$ 8,907.92
2. Membership dues	90,000	45,000	36,000	28,788.52
3. Subscribers to publications	15,000	9,000	6,600	4,807.75
4. Contributions	120,000	75,000	35,000	21,762.60
5. Publications	20,000	10,000	6,000	3,945.80
6. Interest on investments	1,000	250	250	145.83
7. Professional fees	8,000	4,000	1,800	1,316.00
8. Miscellaneous	1,000	1,500	1,000	817.76
	\$295,000	\$174,750	\$ 96,650	\$70,492.18
			*Surveys	8,752.92
				\$79,245.10

Expenses	1950 Tentative	1947 Budget	1946	1946
			9 Mo. Actual 3 Mo. Est.	9 Mo. Actual
11. Salaries, professional	\$139,000	\$ 60,900	\$ 35,180	\$26,385.36
12. Salaries, clerical	53,100	38,630	20,721	15,541.36
13. Travel & Maintenance	30,000	21,000	12,500	9,660.88
14. Conference expenses	2,000	900	500	380.14
15. Printing & multigraphing	25,000	17,000	12,000	9,062.19
16. Publicity and promotion	10,000	9,000	5,500	3,678.47
17. Library	2,000	120	40	24.00
18. Rent	8,000	7,500	4,200	3,118.50
19. Equipment	2,000	2,000	300	64.20
20. Stationery & supplies	1,500	1,000	600	432.49
21. Postage	2,500	2,000	1,000	864.60
22. Telephone & telegraph	4,000	2,500	1,900	1,452.66
23. Insurance and auditing	2,000	1,200	800	602.53
24. Retirement fund	6,000	4,000	3,000	2,311.20
25. Social Work Vocational Bureau	5,000	4,000	3,000	2,865.50
26. Dues to other organizations	2,000	1,400	1,225	315.00
27. Miscellaneous	500	1,000	150	130.61
	\$294,600	\$174,150	\$102,616	\$76,889.69
			*Survey Expense	7,127.63
				\$84,017.32

*Survey income and expense are excluded from the operating budget, surveys being self-supporting.

CHILD WELFARE LEAGUE OF AMERICABudget - 1947
Distribution of Expenses by Function

	1947 Details	1947 Totals	1946 Details 9 Mo. Actual 3 Mo. Est.	1946 Totals
31. <u>Administration</u>		\$ 44,995		\$ 25,166
Salaries & retirement	\$ 25,570		\$ 13,341	
Travel	3,000		2,500	
Printing & multigraphing	3,000		2,000	
Rent	2,325		1,350	
Overhead items (supplies, equipment, communications, insurance and dues)	11,100		5,975	
32. <u>Membership, promotion and fund-raising</u>		\$ 31,435		\$ 18,680
Salaries and retirement	\$ 17,710		\$ 10,030	
Travel	3,600		2,500	
Printing and multigraphing	9,000		5,500	
Rent	1,125		650	
33. <u>Publications & information services</u>		\$ 23,795		\$ 17,060
Salaries & retirement	\$ 9,000		\$ 6,670	
Printing & multigraphing	14,000		10,000	
Library	120		40	
Rent	675		350	
34. <u>Field service</u>		\$ 60,460		\$ 30,920
Salaries & retirement	\$ 42,960		\$ 20,420	
Travel	10,800		6,000	
Social Work Vocational Bureau	4,000		3,000	
Rent	2,700		1,500	
35. <u>Education & conferences</u>		\$ 13,465		\$ 10,790
Salaries & retirement	\$ 8,290		\$ 8,440	
Travel	3,600		1,500	
Conference costs	900		500	
Rent	675		350	
		\$174,150		\$102,616

CHILD WELFARE LEAGUE OF AMERICA
PROPOSED BUDGET FOR 1947
Analysis of Income and Expenses

Income

1. (\$30,000) Foundations. The several foundations granting amounts to the League for current operations will provide the \$10,000 in 1946 from such sources. A Committee on Foundations of the League's Board of Directors will give attention to appeals for special projects and appeals for the operating budget from foundations not now contributing or contributing only small amounts to the League. Extensions of the League's program will include projects which will require about \$20,000 in addition to the \$10,000 which is reasonably assured. (The 1950 goal of \$40,000 from foundations keeps anticipations from this source at a small per cent of the total budget.)
2. (\$45,000) Membership dues. The League is experiencing an unprecedented flow of applications for membership which promises to keep pace with the extension of membership as forecast in the League's Five-Year Plan, which anticipated additions of 40 members in 1946 and 50 in 1947. During the first ten months of 1946, 29 applications have been studied and 21 agencies enrolled as provisionals, with several ready for enrollment, which will bring the total in excess of 30 for 1946. Had there not been a lag in servicing applications due to the League's limited staff, the total would now be larger and the quota of 40 for 1946 doubtless would have been met. Eight applications are awaiting study, which brings to 37 the applications received during the first ten months of 1946. The addition of 50 provisionals in 1947 at average dues of \$180 would produce \$9,000 additional income. This added to the \$36,000 dues anticipated in 1946 places the total for 1947 at \$45,000. The League's schedule for annual dues from private agencies calls for 2/5 of one per cent of the operating budget with a minimum of \$75 for agencies with budgets of \$20,000 or less, and a ceiling of \$1,000 for those with budgets exceeding \$300,000. Dues for public welfare agencies range from \$50 to \$100, depending upon population of the area served. (Accruals by 1950 should bring the total to 500 members, which at \$180 average dues then would produce \$90,000.)
3. (\$9,000) Subscribers to publications and associates. There are about 2,000 agencies which may be considered potential constituents of the League. Progress made in the last two years in increasing the agency subscribers to publications (formerly known as affiliates) warrants a forecast of \$9,000 from this source of income in 1947. Subscribers in many cases are considering application for membership, and by obtaining and using all League publications they may prepare themselves for accredited status. In addition to the 320 subscribers at \$15 a year, this part of our constituency, increasing each month, also includes about 105 associates at \$10 a year, associates being mostly schools of social work, councils of social agencies, and libraries which thus obtain all League publications. (For 1950 one-half of the 2,000 potential constituents should be subscribers and produce for that year \$15,000.)

4. (\$75,000) Contributions. The League's services never have been restricted to its members, and it is natural that much of its support should come from contributions. A systematic development of this source of income is contemplated. Quotas for support from communities will be established in accord with a formula similar to the formulae used by those national agencies whose efforts have been acceptable to many of the chests. The dues received from member agencies in any chest will be credited to the quota for that community. The total sought for 1947 is more than double the amount expected from individual contributions in 1946. In view of the increasing vitality of the League's services, this proposed increase seems reasonable. The plans for 1947 include an allowance of additional staff time for the development of such support. (The amount expected for 1950 from this source should be about 60 per cent more than for 1947.)
5. (\$10,000) Publications. The demand for League publications is increasing; the budget allows an increase in the number and volume of publications; consequently an increase of \$4,000 over the 1946 receipts from sales of publications can be expected. (The projected increase for 1950 is in line with the more immediate forecast.)
6. (\$250) Interest on investments. Same as 1946. (Bequests anticipated should increase this amount substantially by 1950.)
7. (\$4,000) Professional fees. Additional staff will allow the League to double the amount of service for which fees are charged. This consists largely of consultation fees and fees which the League's staff earn in conducting institutes. (By 1950 this should be doubled again.)
8. (\$1,500) Miscellaneous. A slight increase, to be expected as the various activities of the League increase. (A negligible item, and merely accounted for in the 1950 figures.)

Expenses

11. (\$60,900) Salaries, professional. This item includes: (a) salaries paid seven regular full-time professional staff at the end of 1946 and increases in salaries for four field secretaries, (b) salaries for four additional professional and administrative workers, and (c) a small amount for temporary staff and consultants. These services are described in some detail in a report to the Board of Directors of the League submitted November 1, 1946, a copy of which accompanies this budget. (See pp. 5 to 15.) The range of salaries for administrative staff is \$5,750 to \$10,000; for field staff, from \$4,200 to \$5,000.

1947

7 regular administrative and professional staff, including executive director, assistant executive director, field secretary for foster care and public welfare, field secretary for day care, field secretary for education, conferences and institutes, editor and secretary for information and secretary for promotion	\$40,400
4 workers to be added in 1947, including director of fund-raising, 2 field secretaries, and a consultant	18,500
Temporary staff and consultants	2,000
	<u>\$60,900</u>

(Staff to be added by 1950 would include director of field work, director of research and statistics, director of surveys, placement secretary, associate editor, and 8 field secretaries.)

12. (\$38,630) Salaries, clerical. For those already employed the range for 6 secretary-stenographers is \$2,080 to \$2,500; for 3 typists and clerks the salary is \$1,820.

10 regular staff	\$21,830
8 workers to be added in 1947	15,800
Temporary stenographic service	1,000
	<u>\$38,630</u>

(12 clerical staff needed by 1950 to permit increased services represented by the proposed additions to professional staff.)

13. (\$21,000) Travel and maintenance. The increase in staff, the increase in travel contemplated for special consultants and members of committees engaged in certain important projects, and the increased cost of travel warrant the increase of \$8,500 for this item over the amount required for 1946. (For 1950 a proportional increase.)
14. (\$900) Conference expenses. A slight increase over 1946 needed because more conferences will be held. (For 1950 a proportional increase.)
15. (\$17,000) Printing and multigraphing. The increase of \$5,000 over the amount needed for 1946 will allow publication of additional literature which will be produced as part of the League's expanded program. (For 1950 a proportional increase.)
16. (\$9,000) Publicity and promotion. The increase of \$3,500 over the amount needed for 1946 is essential if the contributions as indicated under income item #4 are to be obtained. (A slight increase for 1950, by which time costs of fund-raising should be proportionately less.)
17. (\$120) Library. An expanded staff will require an increase for 1947, as indicated in this item. (For 1950 a substantial increase, to allow for a more formal library service.)
18. (\$7,500) Rent. Larger quarters are needed and the additional space required for the added staff contemplated in 1947 will cost more than \$3,000 in excess of our 1946 rental. (For 1950 a slight increase, by which time some quarters might be shared with other national agencies.)
19. (\$2,000) Equipment. A new dictaphone and transcriber, 3 new typewriters and several new desks will require most of the \$1,700 budgeted in excess of 1946 requirements. (For 1950 a recurring replacement item.)
20. (\$1,000) Stationery and supplies. The increase of \$400 over 1946 requirements is in line with increased services projected. (For 1950 an increase consistent with expansion.)
21. (\$2,000) Postage. The large increase in this item is called for by the additional publicity and promotion contemplated, as well as by the proposed increase in professional services. (For 1950 an increase consistent with expansion.)

22. (\$2,500) Telephone and telegraph. The increase of \$600 over 1946 requirements is in line with increased services projected. (For 1950 a proportional increase.)
23. (\$1,200) Insurance and auditing. The additional staff proposed will mean additional compensation insurance, and some additional fire insurance will be needed. (For 1950 an increase consistent with expansion.)
24. (\$4,000) Retirement fund. The additional payroll proposed, both professional and clerical, will require more than the \$3,000 to be paid in 1946 as the League's share to the National Health and Welfare Retirement Association. Certain additions to staff in 1946 will also increase the annual outlay. (For 1950 an increase consistent with expansion.)
25. (\$4,000) Social Work Vocational Bureau. The increase in the League's membership will increase the League's obligation to the SWVB, an agreement whereby the Bureau provides placement services for League members and the League pays dues for its member agencies to SWVB. (The League makes this provision only for those members paying full dues.) (For 1950 an increase consistent with expansion in which this item would be related to the League's development of its own placement service.)
26. (\$1,400) Dues to other organizations. As the League grows and its budget increases it will have a larger obligation towards those national bodies whose services the League requires. This will be true especially of the National Social Welfare Assembly. The dues anticipated for 1947 are as follows:
- | | |
|--|----------------|
| National Social Welfare Assembly | \$ 600 |
| National Publicity Council | 200 |
| Social Legislation Information Service | 500 |
| National Information Bureau | 25 |
| National Conference of Social Work | 25 |
| Social Case Work Council | 25 |
| Survey Associates | 25 |
| | <u>\$1,400</u> |
- (For 1950 an increase consistent with expansion.)
27. (\$1,000) Miscellaneous. Expansions contemplated will involve expenses which cannot be foreseen, hence this item is much larger than in previous budgets of the League. (Nominal for 1950.)

UNRRA

INCOMING TELEGRAM

NUMBER: 3845
FROM: London
DATED: 14 September 1945
RECEIVED: 14 September 1945 - 9:50 a.m.
Clear

SEP 15 1945

Your 3754.

Polish War Relief agreement concluded Frankfurt 21 August.

Your 3959. American Friends Service Committee agreement concluded Frankfurt 18 August.

Your 3223. Italian Red Cross agreement concluded Frankfurt 4 September. Copies of proposals and letters of approval being forwarded Washington.

DISTRIBUTION:

DG - 2
SDDG - 1
OCH - 2
Services - 4
*W - 2
GC - 2
DP - 2
DP-C (1)
FILES - 2

(FREE BOOKS)

43

Dist. 11:25 a.m.
sc - 11:50 a.m.

H. Hammerger
Berry

UNRRA

INCOMING TELEGRAM

NUMBER: 3845
FROM: London
DATED: 14 September 1945
RECEIVED: 14 September 1945 - 9:50 a.m.
Clear

Your 3754.

Polish War Relief agreement concluded Frankfurt 21 August.

Your 3959. American Friends Service Committee agreement concluded Frankfurt 18 August.

Your 3223. Italian Red Cross agreement concluded Frankfurt 4 September. Copies of proposals and letters of approval being forwarded Washington.

DISTRIBUTION:

DG - 2
SDDG - 1
OCM - 2
Services - 4
*U - 2
GC - 2
DP - 2
DP-C (1)
FILES - 2

(FREE BOOKS)

43

Dist. 11:25 a.m.
sc - 11:50 a.m.

UNRRA

OUTGOING TELEGRAM

Numbered: 645
TO: Cairo
DATED: 13 June 1945
DISPATCHED: 13 June 1945 - 12:55 p.m.
Clear

1. Southern Baptist Convention. Agency has no specific plan for J. D. Hughey your 645. Willing continue present arrangement as required. Secondment not possible outside Balkans. Direct employment depends your evaluation performance and ERO acceptance. Record indicates limited welfare qualifications.
2. American Friends Service Committee. Purpose Wright cable to ascertain desires individual staff members your 641. Pickett cable Jones only authoritative message. Concur your approval transfer plan this personnel.
3. Mennonite Central Committee. Concur your plan this personnel your 642.
4. Awaiting evaluations, your recommendations volagency personnel.

Drafted by:
Max Silverstein
(Welfare Division)
12 June 1945

DISTRIBUTION

DG (2)
SDDG (1)
OCM (2)
SERV (4)
W (2)
FA (2)
PT (4)

(45)

UNRRA

INCOMING TELEGRAM

NUMBER: 175
FROM: Athens
DATED: 8 May 1945
RECEIVED: 9 May 1945 - 12:30 p.m.
Clear

Despatch James Rice, Robert Kellerman, voluntary agency personnel to fill WOC regular budget responsibilities. Leet indicates they have public assistance experience essential here. Confirm.

DISTRIBUTION

Lehman (2)
Jackson, R. (1)
Kanthaky (1)
Menshikov (8)
Gill (2)
Harris (2)
Graddock (2)
*McGeachy (2)

check agency

(42)

UNRRA

INCOMING TELEGRAM

Curry

HUBLER: 2374
FROM: London
DATED: 25 July 1945
RECEIVED: 25 July 1945 - 4:00 p.m.
Clear *Volaz*

Following cable received from American Christian Committee for refugees, and the Unitarian Service Committee. Begins: following projects submitted your approval by Refugee Relief Trustees and its undersigned operating agencies. R.R.T. proposes by October transfer 12 to 20 skilled experienced staff members for supplementary strategic services to displaced persons in assembly centres Germany and/or Austria by agreement and in cooperation UNRRA for benefit stateless dissident nationals other nonrepatriables or delayed repatriables. Several R.R.T. personnel now with UNRRA Egypt Middle East, also in U.S.A. and Switzerland, being thus redeployed. R.R.T. agencies complement each others services built upon individual care, work comprising: (1) special care above mass maintenance provided by official agencies including elderly people, children and concentration camp victims; (2) migration service resettlement and international case work counselling including special transportation costs, technical assistance; (3) dental medical care through team organization, (4) rehabilitation through vocational guidance retraining facility courses directed toward European manpower needs including retraining older people also white collar workers for skilled manual trade and working with official agency France, and other refugee countries with which potential workers professional clerical and manual must register. R.R.T. representative Paris already instructed made same proposal UNRRA SNAEF officials France who referred her to UNRRA. Upon UNRRA approval in principal, project plans will be submitted after National War Fund hearing

scheduled July 23 for budgetary request fiscal year October 1945 to September 1946. Your prompt consideration and cabled reply collect to R.R.T., 103 Park Avenue, New York appreciated. Ends.

We agree to proposal in principle and have replied to committee. Begins: your cable of July 19. Please submit project plans through UNRRA Washington. We agree in principle subject to their concurrence. UNRRA Washington have been informed. Ends.

DISTRIBUTION:

DG - 2

SDDG - 1

OGLI - 2

Services - 4

AI - 2

DP - 3

FILES - 2

(FILE BOOKS)

46

Dist. 4:19 p.m.
sc - 4:43 p.m.

File Philippines

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



FROM: Council Office

TO: Committee on the Philippines

The following cable was received today from Judge Manuel Camus
in Manila:

"NLT EARL MARTIN 122 EAST TWENTYSECONDST NYC
DEEPLY APPRECIATE YOUR COUNCIL INTEREST MORAL UPLIFT PHILIPPINE
YOUTH STOP TEMPORARY PHILIPPINE COUNCIL OF YOUTH AGENCIES
ORGANIZED PLANS RECOMMENDATIONS TO BE FORMULATED AT COUNCILS
NEXT MEETING NOVEMBER NINTH STOP STUDENT AGENCIES BEING
CONTACTED GREETINGS

MANUEL CAMUS"

UNRRA

COMMUNICATIONS SECTION
DIVISION OF ADMINISTRATIVE SERVICES

INCOMING TELEGRAM

NUMBER: 67
FROM: Athens
REPEATED: London 24
DATED: 9 April 1945
RECEIVED: 11 April 1945 - 10:00 a.m.
Clear

Your 69 hold Cora Gould pending possible Dublin transfer.

Your 72 send Celiff, Riley, Devries. Remind you we will have approximately 400 volunteers by mid May and because British teams are operational and welfare division indicates American volunteers experience not type required for mission role under agreement we suggest cessation recruitment.

Your 73 identify Kaplan.

Whittamore unneeded unless part of voluntary unit and you committed.

Imperative you follow policy not dispatching or recruiting personnel this mission except on specific request from here. Anticipate having surplus personnel following integration and review present staff in terms agreement. Imperative only direct communication obtain finance and administration cables. 3 way relationship involving Caserta merely confuses situation. Example Caserta's 197 to you involving secretaries. Caserta told us weeks ago were enroute. Dispatch secretaries air high priority. Letter follows secretarial situation.

DISTRIBUTION

Lehman (2)
Jackson (2)
*Menshikov (7) (para 5)
*Hendrickson (9) (para 3)
Gill (2)
*McGeachy (2) (para 2 - para 4)
*Sawyer (2) (para 1)
Harris (2)
Dayton (2)
Craddock (2)

*Transcript
file
Greece*

Answered

File: Italy
Letter Feb 20

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

ITALIAN MISSION

Extracts from:-

Chief of Mission's Narrative Report for the month of
December 1945

E. SERVICES PROVIDED WITH UNRRA RESOURCES.

1. Welfare.

c) Voluntary Agency Matters.

The experiment mentioned in the October report of arranging for Rome University students to join British Voluntary Society Reconstruction Units in the reconstruction and repair of homes for Italian displaced persons proved most successful. Fifteen students worked for three weeks on the scheme, as a result of which 3,000 quintals of debris were shifted from Francaville streets and 500 metres of new road constructed therewith. It is hoped that this experiment can be expanded.

During the month the four UNRRA repair and reconstruction units, staffed and organised by the CCRA, and FAU, and the IVSP helped to render nearly 900 rooms habitable. Voluntary agency units and personnel help to supervise and workshops for processing used clothing, in accordance with a scheme which they had originally sponsored. Other voluntary society members are associated with the Ministry of Postwar Assistance, Italian Displaced Persons camps, many of which were started under their auspices.

A total of sixty two voluntary agency people is attached to the Mission at present.

2. DISPLACED PERSONS.

a) Italian Displaced Persons

v) Maintenance and Care.

Meanwhile, the voluntary society units associated with the Mission continue their small-scale undertakings. In December 888 rooms were repaired, or were under repair, through our assistance, the total figure to date being 3,619 rooms, housing some 13,500 Italian displaced persons. Four thousand more will be sheltered in camps obtained by the Italian authorities with the help of the Mission.

COMBINED
DISPLACED PERSONS EXECUTIVE
c/o G-5 Division, USFET

11 August 1945

TO: Mr. E. E. Rhatigan
(Attention: Sir Michael Creagh)

FROM: M. Bradford

SUBJECT: Negotiations with Voluntary Agencies in ERO and UNRRA
Field Headquarters in Germany

1. Cable (ref. no. UK-47644) from UNRRA London to CDPX HQ, USFET Main has reference.

2. The following information and comment are for Sir Michael Creagh as a contribution to the discussion on negotiations with voluntary agencies:

In reply to his paragraph 2: When proposals of British societies are reviewed by the ERO and cleared with the War Office and Foreign Office as described, the proposed plan should be forwarded to UNRRA Field Headquarters, Germany, not only for clearance with Military authorities, but also for clearance with UNRRA Field Headquarters itself. These agreements at present require approval from two sides: (1) UNRRA, (2) Military. It is suggested that not even (1) should be given before the proposals are reviewed at Field Headquarters.

The memorandum entitled "Relations with Voluntary Agencies" prepared at this Headquarters 30 July 1945, which has not been sent forward to Sir Michael Creagh, will help to explain the reasons why UNRRA approval should be withheld until the proposals are reviewed by this Headquarters and why every care should be taken that the agency appreciates this fact.

This is not intended to suggest that superior judgment rests with this Headquarters; but an agency program which is sound in principle and prepared with great care may not be operationally possible under field conditions at a given period, regardless of whether military approval could be obtained for it. UNRRA should accept the onus of deciding on such matters as far as possible. Such proposals must also be considered in relation to probable demands from the field which must call the agency services into action. These demands are influenced by many circumstances of field conditions and may vary with the judgment and experience of both UNRRA and Military field personnel. If an agency's plan is accepted even at this Headquarters and there is no call from the field for its services within a reasonable period, the agency's attitude toward UNRRA becomes impatient and resentful and the degree of future cooperation and assistance from that agency is diminished.

These facts will be self-evident to officers in the ERO who are dealing with voluntary agencies. But it would be of distinct assistance to this Headquarters if such points could be brought clearly to the attention of the agency, perhaps by a carefully worded letter which expressly states that the screening and review of proposals which have taken place, say in Washington or London, are not final from the UNRRA point of view and that clearance with the Military authorities is not the only remaining issue. Agency representatives are inclined to pass over such verbal explanations or to re-interpret them when they arrive at field Headquarters. If such a letter is given to the agency, a copy should be attached to the proposals when forwarded.

The difficulties described in the previous two paragraphs are not hypothetical. All of them have actually arisen in the past few weeks. It is suggested that the procedure following the conclusion of preliminary negotiations in London should be as follows:

1. ERO forwards proposals, copies of essential correspondence and observations of responsible UNRRA officers. The official letter of the agency and attached documents as finally submitted have been scanned to make sure that all conditions as set forth in UNRRA policy or Appendix G have been met and that full and precise information is given not only in respect to the proposed program, but also in respect to the agency's ability to provide the necessary equipment, transport, personnel and supplies which may be necessary.

If the program is primarily a service program depending on quality of personnel, the specific welfare, health or other technical qualifications of the personnel at the agency's command should be outlined. If a comparatively small group is proposed, say, for the initial program, a curriculum vitae on each person is extremely valuable for our subsequent task of ascertaining field opportunities.

If the agency's program will require UNRRA assistance in providing field transport, uniforms or other equipment for its personnel, there is comparatively little we can do at Field Headquarters in the present state of our supply and transport. Therefore, for the present at least, ways and means to take care of such items should be canvassed with the agency before the proposals are sent forward.

If the agency's program is primarily one of supply, its proposals will be cleared with our supply officer at Field Headquarters to see if they are feasible, but some advance checking should be done in London. Particularly where the plan depends on overseas shipment of goods, it would be of assistance if ERO could determine whether the agency actually can command the shipping space it claims or whether any suitable action should be taken by UNRRA.

2. Field Headquarters reviews proposals and observations by ERO in the light of operational requirements, probable field demands and present military conditions. If proposals are not feasible in some respect

but suggest the advisability of further negotiations with a view to modifying them, Field HQ transmits suggestions to ERO, or alternatively (if the circumstances warrant) calls forward a representative of the society for a personal visit to Field HQ. This representative should, if possible, be empowered by his agency to negotiate the final agreement.

3. If agreement is reached, Field HQ recommends the proposal to the appropriate military authorities (Combined Displaced Persons Executive) for approval. If military approval is secured, the agency is notified by Field HQ, or by ERO on advice from Field HQ, that the proposal is accepted. Field HQ also forwards copy of final proposal as approved, and copies of essential correspondence relating thereto to ERO.
4. During the military phase of operations it could happen that an agency agreement could be carried through point 3 above and never go any further. Personnel or services are called into action only on request of the military authorities in each zone of occupation. In practice Field HQ makes every effort to ascertain that some demand for the service is probable before any final action is taken. But it is not within UNRRA's power to guarantee a demand. "There is many a slip 'twixt the cup and the lip." Sometimes an unexpected turn of events may upset our calculations. Too many people travelling around Germany without proper authority just now, under the pretext of some voluntary enterprise, are posing obstacles for legitimate and officially approved services.

If a request is made for the agency's service, personnel and equipment are called forward as required through military channels. The communication would reach ERO through USFET Rear or the War Office. Personnel are called forward by name, and the number and type of vehicles or other items should also be specified. To call forward personnel it is necessary to have in advance the details of full name, nationality and sex of each person concerned. Thus, if an agency has some of its proposed personnel available on call, it will facilitate rapid action in the field if the details of such personnel are supplied in advance when the agency proposal is forwarded to Field HQ.

In reply to his paragraph 3: The same procedures would apply to negotiations initiated in Washington as those suggested as between ERO and Field HQ, except that ERO would serve both as a channel and an additional screen or point of review for any proposals sent forward from Washington or for discussions with representatives of American agencies who may come overseas to negotiate an agreement.

It is suggested that Washington Headquarters might also advise the Presidents War Relief Control Board, the National War Fund and any appropriate committee

-4-

of voluntary societies that agency proposals for field operations in Germany should be negotiated initially with Washington. Some American agencies have overseas headquarters (e.g. in France) which have assumed responsibility for negotiations. In such cases they would not be accessible to ERO, but if their respective headquarters in North America were properly briefed, it would save a great deal of time and trouble. One of the primary conditions--an official government statement of approval of the proposed field operation in Germany--is sometimes lacking when the representatives appear at Field HQ and the communications necessary to obtain such an endorsement are very difficult in the field.

If an American agency's proposals are accepted and personnel are to be called forward from America, the request will go direct to Washington through military channels here.

Assistance from Washington or London on Miscellaneous Requests or Proposals sent to this Headquarters.

Judging by a number of requests or communications received at field HQ recently, UNRRA will be in receipt of a substantial number of proposals from what might be termed "special interest" groups who wish to assist some particular group in Germany or promote a service program which may or may not be within the scope of UNRRA. These requests come in some instances by cable or letter directly to this Headquarters.

It is suggested that if these communications come from the UK, the persons concerned should be referred to the ERO and if they originate in North America, they should be referred to our Washington office for initial discussion which may or may not lead to further negotiations. If the application of such a program to our field operations is doubtful, more detailed information and comment forwarded to us from the Washington or London offices would enable us to form a better judgment than the brief terms of the request as submitted. It is possible in some cases that the proposal may be a pertinent one to refer to military government authorities but is outside the scope of UNRRA operations.

COPY

UNCLASSIFIED

ROUTINE

FROM: UNRRA LONDON
TO: CDPX HQ USFET MAIN
REF: UK-47644 3 Aug 1945

* Your S-13932 is reference.

1. Thank you for information. Your difficulties appreciated. Will keep you fully informed of our negotiations with VOL agencies.
2. Procedure here as follows: VOL agencies put proposals to ERO under existing conditions we clear any case of British societies with our War Office and Foreign Office. If these two bodies accept in principle proposed plan in detail is then forwarded to you for clearance with local military authorities. Presume military authorities then call forward through WO and you notify ERO of your and their agreement. We are not, however, clear if this presumption is correct. Please inform.
3. Have requested WASHINGTON to adopt similar procedure, but using ERO to channel request to you. On receipt of your approval we notify WASHINGTON, who arrange to send forward in accordance with your request as to place and approximate date.
4. We recognise principle that you are final authority. No action will be taken without your consent.

Action: G-5
Information: AG Records

4 August 45

Ref No: UK-47644

* See draft cable attached to memo for Sir Michael Creagh dated 28 July 45 (draft cable dated 23 July) to which this is a reply.

Note: Most of the attachments mentioned are not enclosed with this copy - 2 exceptions noted below.

COMBINED
DISPLACED PERSONS EXECUTIVE
c/o G-5 Division, USFET

28 July 1945

TO: Mr. Rhatigan (for Sir Michael Creagh)
FROM: Marjorie Bradford
SUBJECT: Voluntary Agency Agreements, Negotiations and Plans

There are a number of attachments to this memo to which reference will be made in the comments which follow:

Requests from ERO for Information

*attached See *attached draft of cable to ERO in reply to their cabled request for status of negotiations. See also copy of *memo from J. A. Willis to Sir George Reid, setting forth type of information required. Our cable explained briefly our present difficulty in giving precise information on the operations of agencies actually in the field, or even their personnel. It was not feasible to apply the military directive stating that all agency personnel should suddenly be withdrawn June 1st if they had not already regularized their position with UNRRA. The agency headquarters often had incomplete information about their personnel in the field, where they were, or what they were doing.

The process of securing new attachment orders has been slow, particularly in view of the military reorganizations and shifting of zones going on at the same time and the uncertainty of how many of their personnel should remain, or come under the UNRRA program. Some of these people are working with prisoners of war, assisting in military hospitals, etc., and some may already be redundant, or are likely to be in the near future, because of the character of the work (e.g. first aid emergency units).

The French Red Cross, with over 1,000 people in the field, proved to be such a complicated problem that we finally secured approval from CDPX Headquarters for Red Cross administrative officers to visit the respective zones and assist in regularizing their position and in determining what the future requirements will be. These visits will be for about 30 days. The representatives will consult with UNRRA and the military authorities and after that we will see what they will require in continuing field personnel.

With the agencies not already in the field prior to UNRRA agreement, the position is simpler. Their agreements can be worked out more carefully, for one thing. For those already in the field before the June 1st deadline, there was probably a tendency to conclude agreements more hurriedly, and even the agency sometimes did not have a very adequate picture of the

services its field personnel were performing and which of these services were transitory or belonged more to the period when hostilities were still in progress.

As soon as possible, we will send further information to ERO on the status and activities of voluntary agencies, but full and regular reports of the kind which should be sent to ERO will depend on good two-way communications and visits in the UNRRA field organization and activities and reports of UNRRA supervisory staff (mainly from the welfare side) at area level. Most of these programs are welfare service programs, with or without supplies incidental to the service program. In two or three cases the supply aspect may be the larger one (e.g. American Polish Relief Committee, and the supplementary proposals of the National Catholic Welfare Conference).

National Catholic Welfare Conference
American Friends Service Committee
Netherlands Red Cross Society

See attached notes for Miss Pollak to discuss informally with Miss O'Meara and Miss Blackie at Wiesbaden when she visited them the other day, with appended documents relating to the proposals of these three agencies.

International YMCA-YWCA

See the notes referred to above. Their proposals are not attached as they are now being revised and we hope to have an intermediate scheme from them for a few recreational specialists who could work from area level and be assigned there for duty as required in the various camps. They will have transport and recreational supplies. This agency has already prepared two or three drafts, and now after a visit of their representatives to Frankfurt, they are preparing a further revision. Their original proposal contemplated the following personnel:

- 1 Director
 - 1 Deputy Director
 - 4 Army group area supervisors
 - 10 Army supervisors
 - 50 Field representatives
 - 2 Business managers
 - 3 Office secretaries
 - 8 Stenographers
 - 5 Chauffeurs for administrative supervision
 - 10 Truck drivers
 - 6 Assistants at warehouses and Director's office
- 100

This conception of the need for a large administrative field organization is typical of the first proposals which most agencies tend to advance. It is difficult sometimes to bring them down to the realities of the present situation and persuade them that if they want to get into the field at this stage they must take the same gamble as UNRRA's own staff, be prepared to work under similar handicaps, and select personnel and units which will be as self-contained as possible.

American Polish Relief Committee

See the proposals of this agency attached. The unheralded visit of its representative to Frankfurt to negotiate an agreement with UNRRA illustrates the difficulties under which we must sometimes conduct these negotiations here. Mr. Swietlik stated that he knew Governor Lehman well and that he had told him that his program would be greatly needed here (which it undoubtedly will), but the only written document he brought with him was a personal letter from the Assistant Executive Director of the President's War Relief Control Board addressed to the Field Director of "American Relief for France, Inc.", c/o the American Embassy in Paris, requesting his assistance to facilitate field inspection, transport, messing and other facilities.

He apparently did not consult our Washington office in regard to the necessary supporting data to bring with him and he had never heard of the ERO. He probably secured authority for other reasons than negotiating with UNRRA, for they have been a large supplying agency for Poles in different parts of the world. He had no official letter of approval from the U.S. Government and he had no reports or summaries of the work of his agency which we are supposed to have for the record. He had left all reports in London so there would be no delay at the censors'. He had no accurate estimates of supplies available.

This agency's status is well known to those who come from America and it has been expending \$2,000,000 annually on Polish relief. It was possible to arrange for government endorsement through the American Embassy, but we could not give him assurances that his proposals would be feasible until our supply officer, Mr. Brokenshire, arrived in Frankfurt. Finally, since Mr. Swietlik had to leave almost immediately for a visit to 21 Army Group and then return to Paris and the U.S., he authorized the Polish National Liaison Officer to continue discussions and prepared draft proposals along the lines we indicated. We cleared with our supply officer while Mr. Swietlik was away. The proposals then submitted left out some of the most important points, so we asked the liaison officer to add them in an appendix*. Then Mr. Swietlik signed them when his plane dropped down at Frankfurt on his way back to Paris from the British Zone. We took Mr. Brokenshire out to see him at the airfield and they arranged to have a further meeting on the transport question in Paris.

This seems like a comedy of errors, but it could have been a tragedy in public relations. Every effort should be made to see that any authorities concerned who may be facilitating travel of such agency representatives direct them to our Washington office for proper briefing and screening. At that stage they should have draft proposals prepared in the light of information available there, even though they have to be revised substantially later; and they should have assembled all necessary supporting documents. There should be further briefing at ERO and possibly revision of proposals if more complete information is available there.

*Since the whole paper was prepared in great haste, and with no stenographers available.

Ideally, of course, the proposals should be sent to field headquarters for review in advance of the visit of any representative. In practice, it seems to be the case that these agency representatives can frequently satisfy the military authorities of other legitimate reasons for visiting Germany, which do not require a request from UNRRA; and in practice also, some succeed in reaching Frankfurt without any regular movement orders.

Jewish Agency for Palestine

After various discussions with us here their representative has drafted a modified proposal (see copy attached). The ERO had already sent to us an earlier statement of their proposals and copy of letter of endorsement from the British Government. (We assume original of this letter is on file at ERO.) But Mr. Dobkin arrived here in the belief that his agreement was all in order and that final approval had been given by UNRRA. Our communication from the ERO, however, merely transmitted the proposals of this agency and there was no statement that approval had been given.

The documents for this agency also indicate a misconception which has been evident among other agencies too. Last spring a proposal form (copy attached) was prepared at SHAFF, indicating the points which should be covered in an UNRRA/Agency agreement. A number of agencies have thought this to be the agreement itself and have signed it. Probably they misunderstood the explanation when it was handed to them. The letters outlining the proposals of agencies with whom we have been negotiating more recently are a better pattern to follow. There are various samples in the enclosures already referred to.

Lithuanian Red Cross

Please send back with Mr. Rhatigan the relevant documents previously sent to London, as file copies have been lost here. We are not contemplating an agreement with them at the present time since they would be unable to produce a government letter of endorsement, but we should have their proposals in our files for reference as required.

Polish Red Cross

The agreement of this agency which contemplated large scale recruiting of DP's for its work, may have to be modified, or postponed, in respect to some clauses. Also it may be necessary eventually to raise the issue as to whether they have the approval of the new government of Poland.

MBradford:jct

COMBINED
DISPLACED PERSONS EXECUTIVE
G-5 Division, USFET

23 July 1945

TO: Mr. Rhatigan

From: M. Bradford

SUBJECT: Cabled request from ERO for information on status of voluntary societies in DP operations in Germany.

The cable (reference no: UK 45719, 18 July, cite: 19) requested information urgently to include names of societies and strength of personnel.

It is suggested that a cable be sent in reply for Sir Michael Creagh substantially in the following terms:

"1. Agreements approved International French Belgian Polish Netherlands Red Cross Societies National Catholic Welfare Conference American Joint Distribution Committee.

"2. Negotiations proceeding Don Suisse American Polish Relief Committee, International YMCA and YWCA American Friends Service Committee Italian Red Cross.

"3. Discussions held or anticipated with Jewish Agency for Palestine resulting from negotiations ERO and separate application from French unit of Palestine agency also with Yugoslav and Icelandic Red Cross Societies British Friends Service Committee possibly others including Vatican Relief Unit and/or International Committee of Catholic Charity.

"4. Representations received or probable from Hungarian Lithuanian Latvian Red Cross Societies whose governmental status is questionable.

"5. Personnel figures impossible yet because so many in Germany without central record or regular status before UNRRA agreement. French Red Cross over one thousand but only one hundred fifty seven regularized Belgian Red Cross probably one hundred fifty Joint Distribution Committee three teams in and eight more called forward probable total twenty-five. Numbers unknown for International and Polish Red Cross Vatican Relief and/or International Catholic Committee.

"6. Will send full reports soonest and keep you informed but little data available yet on actual field services.

"7. Request full particulars relevant documents all negotiations concluded or proceeding ERO or Washington and applications anticipated.

"8. In view changing operation requirements believe final UNRRA approval should not repeat not be given by other headquarters before reference to field headquarters. Refer proposals in draft with full supporting data and comment on agency resources and service objectives and explain to agency final recommendation withheld pending review at field headquarters."

COPY

Reference - WE 151/5

To: Sir George Reid

From: J.A.Willis

Voluntary Societies in Germany

We seem to lack information in ERO about what has actually happened in regard to the participation in the DP operation of those voluntary societies with which negotiations were conducted by the UNRRA staff at SHAEF. All we know, from Mr. Edmison's reports is that agreements have been concluded with the following organizations: - French Red Cross, Belgian Red Cross, Polish Red Cross, American Joint Distribution Committee, National Welfare Conference, International Red Cross.

There may be others of which we have not yet heard.

Would you be good enough to ask Mr. Edmison to send ERO a report summarising the position to date under the following headings in respect to all agencies with which agreements have been concluded:-

1. Name of agency
2. Brief description of activities in which the agency is engaged or proposes to engage.
3. No. of agency personnel actually in the field engaged on these activities.
4. No. of personnel still to be furnished by agency under its proposals.

If there are any agreements still in process of negotiation with agencies, we should like to have a note of the names of the agencies and the present status of the negotiations. Perhaps Mr. Edmison would follow this up by advising ERO as and when the agreements are concluded and approved.

There is also one general point about the participation of voluntary societies in the DP operation. Now that SHAEF has been disbanded, what is the position as regards the SHAEF Administrative Memo. No. 39 (Appendix G) under which the applications from the voluntary societies have been dealt with hitherto? Is this Memo. still operative? If not, what takes its place? What body now gives the final approval which was formerly given by SHAEF to agreements concluded between UNRRA and voluntary agencies?

July 18th, 1945.

JAW/AD.

(This is the present substitute for the earlier proposal form which was mimeographed several months ago)

17 August 1945

VOLUNTARY AGENCY AGREEMENTS WITH UNRRA

It is suggested that representatives of voluntary agencies coming to UNRRA Central Headquarters in Germany to negotiate an agreement with UNRRA for services to displaced persons should read Appendix G of SHAEF Administrative Memorandum No. 39 (revised), and also the following notes on procedures followed at Central Headquarters, before preparing their submission for official consideration.

Appendix G of Administrative Memorandum No. 39 (revised), prepared originally by SHAEF, and now followed by the COMBINED DISPLACED PERSONS EXECUTIVE (CDPX), is the official military directive through which provision has been made for voluntary welfare organizations to assist in the work with displaced persons in Germany under the supervision and coordination of UNRRA. It also sets forth the conditions with which they must comply.

The following procedure is carried out at UNRRA Central Headquarters in Germany, and by CDPX, to deal with voluntary agency applications and take the steps necessary to bring an agency program into active operation:

1. The organization submits a letter to Mr. E. E. Rhatigan, Deputy Director General of UNRRA (address UNRRA Central Headquarters, CDPX, c/o G-5 Division, USFET, APO 757, U.S. Army), outlining:
 - a. The desire of the organization to offer its services in the UNRRA/military program for displaced persons in Germany.
 - b. Statement that approval of its own national government has been obtained for the organization's proposed offer of services to displaced persons in Germany. The original copy of this endorsement should be attached to the organization's letter to UNRRA.
 - c. A short description of the organization, its purposes and its work, with an annual report or record of its past activities attached, if possible, the names of its principal officers, and a definition of the status or recognition of the organization in its own country, or internationally.
 - d. Type of activities the organization proposes to undertake for displaced persons in Germany, and proposed methods of operation. Specific assurances should also be given that the agency has available the resources in personnel, transport, equipment and supplies to carry out this program. Supplements should be attached to the letter, if necessary, setting out more detailed descriptions of projects proposed, numbers and qualifications of personnel involved, and the personal and organizational equipment and supplies available.
 - e. Statement that the personnel of the organization will comply with military laws and serve under the command of military formations to which they are attached.
 - f. Agreement by the organization to carry out its activities under the supervision and coordination of UNRRA.
 - g. Agreement by the organization to assume responsibility for salaries, inoculations, initial clothing (uniforms) and field equipment of the personnel employed by the agency.
2. When the details of the proposed plan of operations have been agreed upon by UNRRA Central Headquarters and the organization concerned, UNRRA submits the plan to CDPX for military approval.
3. If this approval is obtained, UNRRA notifies the agency in writing that the agreement has been approved. The military commanders and the UNRRA Liaison Officers in the American, British and French zones are also informed through military and UNRRA channels respectively, of the plan of operations approved for this agency, and are advised that its services are available to be called forward, as required.
4. The next step must be initiated by the zone military commands. If the assistance of the agency is desired in a particular zone (this will be determined in practice by consultation between UNRRA officers and the military authorities in the zone concerned),

a request to call forward the necessary personnel, equipment and supplies will be sent by military authorities of the zone to CDPX which will arrange through appropriate military channels for the issuance of military permits, travel orders, etc. Details of name, nationality and sex are required at zone headquarters, also details of transport and other equipment or supplies, before a request for the service will be initiated. Therefore, to facilitate rapid action, such details should be supplied by the agency in advance.

30 July 1945.

AGREEMENTS RECOMMENDED BY UNRRA
AND APPROVED BY SHAEF OR CDPX.

1. Agreements have been recommended and approved for the following seven agencies (see attached table for dates).
 - 1) French Red Cross
 - 2) American Joint Distribution Committee
 - 3) National Catholic Welfare Conference
 - 4) Belgian Red Cross
 - 5) Polish Red Cross
 - 6) International Red Cross
 - 7) Netherlands Red Cross
2. The names of those agencies have been numbered in the chronological order in which the final draft of their proposals were submitted to UNRRA for official action.
3. In addition to the above seven agreements, the National Catholic Welfare Conference has submitted a supplementary proposal for a different kind of assistance (supplementary relief supplies) which was not included in the original agreement and which has not yet been officially recommended by UNRRA or CDPX.
4. All of these agencies, with the exception of the National Catholic Welfare Conference and the Netherlands Red Cross, now have personnel in the field. Requests for assistance from the National Catholic Welfare Conference in one of the districts of the American zone, and for the Netherlands Red Cross in the French zone are anticipated in the near future.

PERSONNEL IN THE FIELD.

5. Four of these seven agencies were providing services in Germany for displaced persons and doing other work as well in advance of their agreements with UNRRA under the terms of Administrative Memorandum No. 39 (revised), Appendix G).
6. Because the field personnel were often out of touch with their agency headquarters, and because of the difficulty of communications, the military organizations and the changes in occupation zones in recent weeks, there is as yet no complete central record of the field personnel and current services of these four agencies. Many of the people concerned were working in Germany without regular attachment orders.
7. Every effort is now being made to overtake this situation as rapidly as possible.
8. The difficulty encountered by the French Red Cross will illustrate the problem. This agency had something over 1,000 personnel in the field. Its headquarters submitted nominal rolls divided into team/ units to U.N.R.R.A. for purposes of regularisation under the new agreement. The military unit under which they were working was known in some cases. The geographical location was indicated in others, but the present military command was unknown. In some instances no exact information was available. These lists were checked at this Headquarters to determine their location in military units. Then the process began of checking with the military headquarters concerned. At 12th Army Group Headquarters there appeared to be almost a 30% discrepancy between the names on record there and the lists submitted by the French Red Cross. Moreover the team units had frequently been altered. It became apparent that some of the personnel were in activities other than displaced persons work, prisoners of war, military hospitals, etc.

9. Finally, the approval of this Headquarters was requested and given for a thirty-day visit of a French Red Cross administrative officer to the 21 Army Group, 3rd and 7th US Armies, and 1st French Army to consult with the appropriate military and UNRRA officers, visit the field personnel, determine what continuing or new services are desired in the areas concerned, attend to internal staff problems, arrange for withdrawal of redundant personnel or services and the proper attachments and records for those who will remain. Concurrence in this request has already been received from 21st Army Group and 3rd US Army, and French Red Cross Officers have been called forward to these areas. When this survey has been completed, UNRRA will confer with this agency on future program plan and requirements for administrative personnel.
10. Although the numbers of personnel involved are much smaller and the difficulties vary in detail, similar problems are presented for the Belgian, Polish and International Red Cross Societies, since the needs in field operations have changed and are changing substantially, it is considered preferable not to rush attachment orders through until more adequate information is available than has been obtainable hitherto.
11. The following are estimates of voluntary agency personnel already in the field, or likely to be called forward within the next few days:

French Red Cross	1,000 (plus)
American Joint Distribution Committee	25 (some en route)
National Catholic Welfare Conference	3 (request anticipated)
Belgian Red Cross	150
Polish Red Cross	16 (American and French zones only)
International Red Cross	25
Netherlands Red Cross	12
	<hr/>
	1,231

Note: 1. It is anticipated that a number of French Red Cross workers may be withdrawn in the course of the present survey.

Note: 2. International Red Cross personnel in the majority of cases are delegates who were in Germany throughout the war on prisoner of war work and are continuing those official duties as well as other activities on behalf of displaced persons.

Note: 3. In the 21st Army Group area the Polish Red Cross are recruiting and organizing their personnel from among DP's and PW's. Colonel Miziak, the chief delegate for Germany, is permitted to move freely in the area on this work on the authority of a letter signed by the senior UNRRA Liaison Officer, 21st Army Group, and stamped by Civil Affairs staff headquarters. Since the personnel of the Polish Red Cross for that zone are now being recruited and organized, their numbers are not yet known. The UNRRA/FRC agreement approved by SHAEF provided for the recruitment of most of the PRC personnel from among DP's and PW's. The question of the extent to which this policy can be implemented in the American zone at the present time is now being discussed with UNRRA headquarters at Wiesbaden prior to discussion with military headquarters.

VOLUNTARY AGENCY SERVICES

12. The following is a brief summary of the services proposed by each agency with whom agreements have been recommended by UNRRA and approved by SHAEF or CDPX.

13. French Red Cross. Medical and first aid care, assistance in reception, processing, distribution of food, clothing and other supplies in assembly centers, railway centers and other points where help is needed, provision of usual Red Cross services to displaced persons or others as requested by military authorities, and any other special services as requested. As a rule, services are provided by organized teams, but individual persons may be deployed as required for special or emergency services.
14. American Joint Distribution Committee. Experienced and highly qualified personnel in welfare, health and camp administration and immigration specialists to assist Jewish and other displaced persons, and in particular, stateless persons. Personnel will have thorough understanding of the cultural backgrounds of these people and speak their language. Particularly interested in assisting large numbers of Jewish and stateless persons liberated from concentration camps; to give special attention to children, women and ill or infirm people who may require special health and welfare services; to assist in formulating plans for temporary asylum and collect pertinent data affecting plans for ultimate settlement, and to assist in interpreting to UNRRA and to the military authorities the special needs of Jewish and stateless groups and, on the other hand, to interpret official views and plans to these displaced persons. This agency has had thirty years experience in dealing with such problems and commands well qualified specialist personnel for services to Jewish refugees and stateless persons.
15. National Catholic Welfare Conference. With the aid of a few well qualified and experienced officers with a varied experience in responsible social welfare posts, and wartime experience in services to prisoners of war; and with the aid also of substantial stockpiles already on this continent of spiritual, recreational, educational and occupational materials originally intended for prisoners of war, this agency proposes to furnish supplies and assist in establishing morale programs for displaced persons of all nationalities, also stateless persons and liberated prisoners of war pending final arrangements for repatriation or resettlement. Will function with a small number of well qualified workers - four to begin with - to see that supplies go to areas where they are needed as requested by UNRRA and or military officers. Personnel to spend only a short time in camps in anticipation that displaced persons activity leaders will be able to operate their own programs. All materials except these of a spiritual nature are intended for the community use of all displaced persons. For the past two years this agency has been doing similar work for Polish refugees in Iran, Egypt, Palestine, India, East Africa and Mexico. The agency's supplies include carpentry, leather work, wood carving and a variety of other handicraft sets, also English, Polish and Italian literature. One carload, due to a mistaken order, is now en route from Switzerland to Frankfurt and will be warehoused temporarily by International Red Cross for the NCWC.
16. Belgian Red Cross. First aid and medical care, ambulance service, assistance in the distribution of supplies and in setting up and operating rest-stop facilities. Services

to be rendered generally by organized teams consisting of leader and deputy, doctor, nurse, drivers, first-aid attendants, welfare assistant, secretary and cook. All members certified in their respective fields and experienced in aid to civilians during German occupation, and in aiding victims of bombing and other violence of war.

17. Polish Red Cross. Assistance in medical care, first aid, reception and processing, operation of Polish Tracing Bureau, distribution of food, clothing and other needed supplies in assembly Centers, railway stations or other points where such help is needed, provision of usual Red Cross services to displaced persons or other groups if requested. Services to be given generally by organized teams, or by deployment of individual persons as required. Proposes to recruit 100 teams consisting of leader, driver, cook, doctor, 3 nurses, 5 welfare assistants (1200 persons) to be recruited principally from displaced persons and prisoners of war. Agency has location of 166 doctors, 150 nurses, qualified dentists, chemists and other officers. Has available a small amount of medical supplies, used clothing and other items, 2 ambulances, 3 mobile canteens, 10 trucks. Also receives assistance in transport from Polish Army. Agency has received supplies from American Polish Relief Committee, British sources and various other sources. Agency statement indicates that considerable assistance will be required to clothe, equip and provide transport for its personnel if the contemplated plan is carried out, but some alternative sources may provide part of this, including resources designated for ex-prisoners of war. The extent to which the plan can be developed will depend not only upon the services officially requested, but also on the possibility of assistance with clothing, equipment and transport from UNRRA and/or military sources. Col. Miziak states that considerable help along these lines is being given in the 21 Army Group area.
18. International Red Cross. International tracing and message services, and distribution of food parcels which remain in stock (now 176,000) outside the pool which is being distributed through military channels. These parcels are available in specified quantity for persons of various nationality, in accordance with the wishes of donors of these various parcels. The plan for actual distribution of tracing cards in assembly centers as foreseen by IRC cannot be carried out, and modified proposals will be negotiated after the military directive governing such matters has been issued. In July IRC representatives came to Frankfurt to advance proposals for additional services. Their data on resources was insufficient for negotiations and two members returned to Switzerland to obtain a clearer statement of the service and material resources which might be offered. They recently returned with revised proposals for services which could be provided if requested, including medical units and supplies, TB services, possibility of convalescent care for selected persons in Switzerland, and material assistance which could be provided through UNRRA for special groups including Jews and Balts which have been designated by various donors.

In view of the keen interest anticipated in the medical projects particularly, concurrence is being requested from the several zones of occupation for a brief visit by a medical representative of IRC to consult with the medical officers and ascertain what medical services and supplies are desired. The IRC delegations in Germany have been in receipt of many requests from individual military commanders and UNRRA officers whom they have encountered, for medical and other supplies, and numerous appeals have also been carried by travellers to Switzerland. The agency has already met many such requests but desires its services to be coordinated and requests properly channelled.

19. Netherlands Red Cross.

Ambulance services to evacuate sick and invalided Netherlands nationals (some trips already made in recent weeks at military request), spiritual services to Netherlands nationals and supplementary material assistance where required, such as reading material, hospital comforts and clothing. Assistance to Netherlands Liaison Officers, if so requested, in tracing Netherlands nationals and political prisoners left behind in hospitals, prisons, etc., and collection of information regarding those who are missing, deceased or murdered, or unable or unwilling to return home. The NRC has in readiness 6 fully equipped teams with transport, each consisting of information officer, protestant and catholic chaplains, 2 drivers and one dispatch rider. Estimated number of Netherlands nationals deported is stated by the agency to be 400,000 of whom 250,000 have returned and 50,000 other accounted for, leaving another 100,000 to be found or traced as still to be repatriated (e.g. from Russian Zone) or as sick or deceased. Agency has information on 250 hospital cases who are felt to be in need of moral or religious welfare. There is strong popular in Holland for this Red Cross service and considerable criticism of officials because such a service was not extended earlier in Germany.

20. Negotiations Proceeding.

Negotiations or discussions are proceeding with a number of agencies, and preliminary discussions have taken place or are anticipated with others. In practice, each agency is encouraged to keep its proposals in draft form, for discussion only, until there seems to be reasonable assurance that they may prove acceptable both to the military authorities and to UNRRA, and that their services are likely to be requested, within a reasonable time.

21. These discussions are also exploratory from several points of view:

- a) to discover whether there is a basis or justification for an agreement;
- b) to obtain assurance that the agency is properly sponsored, has the ability and resources at its command and sufficiently accessible to carry out the program proposed and that the mechanics of transport and supply, organization, etc. are feasible in the light of present conditions. This frequently necessitates consultation with other UNRRA and/or military officers and national liaison officers.

- c) to reconcile the agency's ideas of the services and methods it would like to put into operation and its almost inevitable desire to set up a complete administrative field organization through every level, with the actual needs in the field and the administrative limitations which must be imposed at the present time. This sometimes requires considerable time.
- d) to determine what assistance the agency may require to put its plan into operation.
- e) If there is no basis for a standard agreement, to explore possible alternatives which may help to meet the agency's desires and sometimes the popular or official pressure within its own country which may have prompted its application.
- f) Conditions must also be worked out in initial and supplementary agreements which will come within the agency's own established policy and which will bring satisfaction and credit to its contributors and sponsors. This will be a continuing factor also in follow-up relations with the agency. On the other hand, an agency from a distant country might be put readily in a position to exploit the terms of its agreement for the purpose of a large financial appeal which may not be wholly justified. For such reasons, agreements and proposals should be subject to periodical review, modification, or reinterpretation, or reinterpretation to weed out redundant services or plans and evolve new opportunities for services adapted to changing requirements. Close relations between this department and the field will be necessary to maintain constructive relationship with the voluntary agencies, to keep agreements up to date, to keep headquarters fully informed of evaluations of services in the field and to assist the agencies themselves by adequate reporting of their services and programs in field bulletins and by facilitating the transmission of their own field reports through UNRRA/Military channels.
- g) In all of the above there is an important public relations aspects. Each agency representative who reaches Frankfurt has been put to a lot of trouble and inconvenience, has travelled a considerable distance and has given a great deal of time to his mission. Yet he sometimes arrives without proper credentials, movement orders or data on which the base negotiations. Motives of different kinds are bound up in their applications, but whatever they are, the motives are impelling and give rise to intense feeling and an understandable sense of urgency.
- h) Unless another officer is established to deal with many other miscellaneous requests, this department will be in receipt of an increasing number of applications or requests which will be more in the nature of representations on behalf of special groups (possibly bound up with an offer of some limited service), than of the type of voluntary agency program contemplated under Appendix G. A message just received from Agwar may be a forerunner. It communicates the desire of a "Mennonite Central Committee" to send a representative from London to Frankfurt to assist displaced persons and discuss with USFET assistance to Mennonite refugees originally of Dutch extraction who have been residents of Russia but now wish to migrate to Canada via Holland. Organizations of groups in many parts of the

worlds desire to aid some group in Germany without clear distinctions in their minds on such technical points as "displaced persons", refugees", etc. In due course there will probably have to be considerable sorting out of requests between the displaced persons operation and the welfare operations of the allied control commissions.

22. With the above considerations in mind, it is apparent that discussions or negotiations with an agency may be extended over a considerable period, or may be held in suspended animation for some time pending further preparation of the agency's case or consultation with UNRRA field officers and military commands and will not necessarily lead to an official proposal under Appendix G, or imply to probable acceptance to an official proposal if it is made. The officer conducting such discussions must be careful to refrain from exercising personal influence to deter an agency from submitting an official proposal. On the other hand, most agencies will prefer to modify their position or perhaps even refrain from making a formal application when fully informed of conditions or requirements for which they are unprepared. It is imperative that an agency should not be treated summarily if its proposals seem inappropriate or if it cannot meet the conditions required. There is always the chance that its proposals may be more appropriate than they appear to be from the ivory tower, and that ways and means can be found to meet the conditions. In some cases a little time and effort may succeed in linking up its services with those of another agency in the field. If it is conceded that competent voluntary agencies have a leavening philosophic contribution to offer, as well as supplementary or specialist services of material value, as they have in their home communities and countries, it will be essential to explore their potential contributions with care and to treat their offers of assistance with consideration and respect.
23. For these reasons there is likely to be for some time an imposing list to be under negotiation or discussion which may give the impression that a veritable horde of agencies is about to enter Germany. Even the list of these approved may later give a false impression of numbers, for some services have been, and will be, transitory, while others will continue and develop. Some programs will be service programs, while others will be mainly concerned with supplementary supplies, coordinated through UNRRA channels and distributed through UNRRA or other voluntary agency services.
24. Of these agencies now in the course of negotiation with UNRRA, four have reached an advanced stage: The American Polish Relief Committee and American Friends Service Committee, both of whom have submitted their final proposals for official action; the International YMCA/YWCA (a joint agreement) whose revised proposals are expected within the next few days, and the Jewish agency for Palestine, whose revised proposals have been submitted for official action following preliminary negotiations with UNRRA in London and a visit of its representative to Germany. This agency is already active in field operations with UNRRA in the Balkans. Further consultations will be necessary before an official recommendation is submitted in respect to this agency, but unofficial consultations already held in respect

to proposed programs of the other three agencies named would seem to indicate that their services and material assistance will be welcomed. A supplementary proposal of the National Catholic Welfare Conference is also ready for official consideration. The following is a brief summary of the programs proposed by these four agencies and the supplementary proposal of the National Catholic Welfare Conference.

25. American Polish Relief Committee. Officially recognized coordinating agency for all Polish war relief appeals in the United States. Has been spending 2,000,000 annually on Polish relief in different parts of the world and furnished substantial supplies to Polish Red Cross. Offers large stocks of used clothing collected in national appeal, vitamins, special foods, medical supplies, soap, etc. and a certain amount of motor transport. Can arrange transatlantic shipment. Proposals and mechanical details cleared with UNRRA supply officer, Mr. Brokenshire and Colonel Bailey. Warehousing and continental transport to be arranged through UNRRA channels. Distribution to be through UNRRA, Polish Red Cross or other agencies as required. Only field personnel will be a few officers attached to main and forward depots.
27. International YMCA/YWCA. Will probably offer an extensive program of recreational services, personnel, equipment and supplies for consideration at a future date, and an intermediate program which could be put into immediate operation. This would provide a small number of recreation specialists for deployment at area level for services to a number of camps as required. Personnel qualified in YMCA/YWCA activity and spiritual programs building group initiative and leadership, also experienced in services to prisoners of war and military forces; also literature including Polish literature and educational materials, and theatrical equipment and supplies. Transport and warehouse arrangements cleared with UNRRA supply officer. These are world organizations embracing national YMCA's and YWCA's. The Polish YMCA which have been working with the Polish forces throughout the war will be an active constituent.
26. American Friends Service Committee. Offers for immediate service in American Zone one team of six well qualified and experienced workers for welfare and special services in recreation, self-help projects, public health (nurse) information services, administration, etc. Available for work as team or detached duty. The group commands many languages including the Slavic tongues. Would be suitable to assist in camp needing intensive welfare services. Members have had extensive experience in similar work in Middle East and on this continent. This agency would be interested in establishing one or more small convalescent or rehabilitation homes later if requested, along the lines of successful previous experience, for victims of Nazi persecution, including enemy or ex-enemy nationals and with special attention to those who are potential community leaders; interested to assist stateless persons, children, and others who may need special care. Personnel will assist with tracing or correspondence if requested.
28. Jewish Agency for Palestine. Offers 15-20 welfare and medical personnel with special experience in Jewish welfare and rehabilitation programs. Also educational and leadership services for youth and children. Equipment includes ambulances and other transport in Palestine, if trans-shipment can be arranged. Personnel desires to live in displaced persons camps and share their hardships without special privileges. Representative believes shipping space can be arranged from

Palestine westward. The necessity for such transport and the possibility of shipment from Palestine will require consideration. In an earlier communication this agency had asked whether transport in Palestine could be traded to UNRRA for similar equipment here.

29. National Catholic Welfare Conference. Supplementary proposal is a supply programs. Items similar to those of American Polish Relief Committee. Details cleared with UNRRA supply officers. Transport, warehousing and distribution to be arranged through UNRRA channels.
30. Negotiations have been initiated but are less advanced than in the cases cited above, with the Don Suisse and a joint Committee of Jewish societies in the United Kingdom, whose proposals are as follows:
31. Don Suisse: One specific agreement has already been concluded by UNRRA European Regional Office and this agency, not for operations in Germany but for the reception in Switzerland of up to 2,000 children in need of temporary asylum. As a result, several hundred children and a few parents are now in Switzerland and the way is open for reception of further numbers as required, provided they come within categories acceptable to the Swiss authorities. In the course of negotiations on the above, proposals for services which might be furnished by this agency in Germany were also discussed. A definite proposal has now been submitted under date of 23 July 1945. Proposals include the arrangements described above for temporary care of up to 2,000 children for six months in Switzerland, assistance by this agency when requested, in recommending Swiss candidates for UNRRA personnel to UNRRA recruiting officers, provision of three medical teams, each composed of two doctors, 2 nurses and 2 welfare workers - 18 persons in all - for field work in Germany, and the establishment of a supply dump in Southern Germany for distribution within the UNRRA program of such items as clothing, shoes, sewing and knitting materials, school supplies and special foods consisting mainly of dairy products.
32. Jewish Committee for Relief Abroad. (UK) - The European Regional Office of UNRRA has received applications from a number of Jewish agencies which wish to offer services to displaced persons in Germany, including the World Jewish Congress. The ERO has suggested that they should join together in one coordinating body before offering formal proposals and the organizations concerned have been attempting to find a basis of agreement through the Jewish Committee for Relief Abroad. In the meantime consideration of a formal application already submitted to the World Jewish Congress (European Division) has been suspended pending further information on the results of these negotiations. The Jewish Committee for Relief Abroad is already operating in the 21st Army Group under coordination of the British Red Cross Society, but has as yet no relationship with UNRRA. Proposals, if submitted, will probably be similar in principle to those of the American Joint Distribution Committee.

Discussions held or anticipated.

33. Italian Red Cross. Has intimated its desire to provide services to Italian Nationals similar to those of other Red Cross Societies. Request endorsed by Allied military authorities in Italy. Concurrence given here for visit of one representative properly sponsored, to visit Frankfurt for purpose of negotiating an agreement.

34. Yugoslav Red Cross.

Discussion held two months ago at Versailles. Services proposed would depend entirely on recruiting personnel from displaced persons and assistance with equipment and transport from UNRRA and/or military sources. No supply resources evident. It appeared one primary desire was to facilitate visit to Yugoslav DP's by small semi-official mission. It was suggested this should be arranged through the Chief National Liaison Officer. Arrangements along these lines have been made and it is not known at present whether there will be any further application to UNRRA.

35. Icelandic Red Cross.

A fully sponsored representative arrived in Frankfurt, who desired to find 100 persons of Icelandic nationality in Germany believed to have been caught by the outbreak of war. They should not necessarily fall into the technical categories of displaced persons. Red Cross representative was empowered to render any necessary financial or other assistance to care for them or facilitate repatriation. With Colonel Paravicini's assistance and mutual consent of the Icelandic Red Cross and the Liaison Officers for Denmark and Norway, arrangements were made for this agency to receive the assistance of these Liaison officers. Assistance was also given by the Tracing Bureau in preparation and classification of lists and institution of any necessary tracing operations. It was also suggested that Icelandic representative might arrange with other Red Cross societies already active in Germany to render material assistance if needed, to be reimbursed to them by Icelandic Red Cross. The above arrangements appear to have been concluded with satisfaction to all concerned. The Icelandic Red Cross representative will accompany Danish or Norwegian Liaison officers on one or two visits projected to areas where Icelanders have been located, and will ~~xxx~~ return home shortly. It may be advisable to confirm these arrangements in an exchange of letters between these agency and UNRRA, but it will not be an agreement for services to be rendered in Germany in the usual sense of this term.

36. Other Societies. Information has been received in some cases indirectly that an approach to UNRRA is possible or probable from some other societies, e.g. the British Friends Service Committee have expressed interest to the military authorities in the establishment of small rehabilitation or convalescent centers for victims of Nazi persecution who have suffered severely in health and morale. It has been suggested that this Committee be advised to discuss the project with UNRRA. This Committee is already working in the British Zone under the British Red Cross. The Vatican Relief Unit and the International Committee of Catholic Charity have been operating in Germany for some time. If it is determined that their future activities will fall within the category of welfare services, they will undoubtedly be advised in time to negotiate an agreement with UNRRA. Baltic and Hungarian groups in Germany have organized Red Cross societies and in one or two cases (Lithuanian and Hungarian) have indicated their desire to discuss proposals with UNRRA. In such cases it is questionable that the primary condition which requires a statement of approval from the responsible government, could be fulfilled. Certainly not in the immediate future. However, it may be possible from time to time to interest other voluntary agencies (e.g. International Red Cross) in the needs of such special groups.

A number of voluntary societies are offering valuable and greatly needed services to displaced persons in Germany under the supervision and coordination of UNRRA. Some of these societies have already contributed valuable assistance to the UNRRA programs in the Balkans and the Middle East.

As of 31 July 1945 seven voluntary societies, national or international in scope, had already concluded agreements for operations in Germany which have been duly approved by the military authorities under the terms of SHAEF Administrative Memorandum No. 39 (revised), Appendix G, which is referred to in another section of this report. Negotiations for other agreements are proceeding. (For list of agencies see attached table).

Many voluntary agency services were requested by military authorities to meet emergency needs among displaced persons in Germany in advance of the UNRRA agreements, and a number of these societies, together with others which have not yet submitted proposals to UNRRA, have been assisting in this work since early in the year. Their emergency services, provided under the most trying conditions in the earliest stages of repatriation merit a special tribute of appreciation and gratitude.

In general, the voluntary agencies will contribute supplementary and skilled specialist services to meet special needs, and supplementary supplies which will add to the comfort and amenities of life in assembly centers. Medical services and supplies, special food products, etc. will also contribute to the general health program. The services indicated below will illustrate the types of assistance offered. (NOTE: Examples cited are illustrative only and not an adequate representation of agency proposals).

National Red Cross Societies: medical, first aid, ambulance services, assistance in reception, processing, distribution of food, clothing and other supplies. In some cases furnishing supplementary supplies. Information and other usual Red Cross services as required.

International Red Cross Society: International tracing and message service, supply of food parcels and other necessities designated for various national groups or stateless persons, medical services and supplies including tuberculosis program, possibility of providing convalescent care.

National Catholic Welfare Conference: spiritual, recreational, educational and occupational services with substantial supplies of materials for community use and a small number of specialist personnel. Supplementary proposals embrace supply of special foods, clothing and other items.

American Joint Distribution Committee: experienced and qualified specialists to assist with health, welfare, information and other services for Jewish and stateless groups, to assist in formulating plans for temporary asylum, if necessary, and collection of data affecting plans for ultimate settlement.

Don Suisse: medical services, supplies of special foods and medical requirements, provision of temporary care of children in Switzerland, especially those in need of medical or other special care.

American Polish War Relief Inc.: supplies of special foods, medical necessities, clothing and other supplementary items for Polish displaced persons. Distribution through UNRRA or other voluntary agency channels.

International YMCA-YWCA: spiritual, educational, recreational, and occupational services with specialist personnel, substantial supplies and transport for small mobile units to be assigned as required.

American Friends Service Committee: one team of experienced workers for assignment as unit or detached duty for recreation and self-help projects, public health nursing and information services. Personnel qualified in many languages. Also would establish small rehabilitation or convalescent centers for victims of Nazi persecution, provide special care for children or assist with tracing services, if requested.

British and Palestine Jewish Agencies: educational, health, welfare and other special services to Jewish displaced persons.

STATUS OF VOLUNTARY AGENCY PROGRAM

I. Agencies with which Agreements approved:

1. International Red Cross
2. French Red Cross
3. Belgian Red Cross
4. Polish Red Cross
5. Netherlands Red Cross
6. National Catholic Welfare Conference
7. American Joint Distribution Committee

II. Agencies with which Negotiations Proceeding:

1. Don Suisse
2. American Polish Relief Committee
3. International Y.M.C.A. and Y.W.C.A.
4. American Friends Service Committee
5. Italian Red Cross
6. Representative British and Palestinian Jewish Agencies.

III. Numbers and Personnel of Voluntary Agency Teams in Germany operating under UNRRA co-ordination.

The following table does not include 1000 or more French Red Cross and Polish Red Cross personnel operating in Germany prior to negotiation of UNRRA agreement, and personnel of other voluntary agencies "unofficially" in Germany, for which central records are not yet complete.

Zone	<u>No. of Teams</u>				<u>No. of Persons</u>			
	French Red Cross	Belgian Red Cross	Joint Dist. Comm.	Total	French Red Cross	Belgian Red Cross	Joint Dist. Comm.	Total
British	1	12	3	16	10	147	11	168
U.S.	2	-	8	10	20	-	30	77 (1)
French	10	-	-	10	100	-	-	100
Total	13	12	11	36	130	147	41	345

(1) Includes 27 persons whose team assignments are not known.

Memorandum written by Miss Bradford for a discussion she had with Mr. Burinski on Sunday 21st July on activities of Vol. Societies in reply to questions asked by Mr. Burinski

I. Mr. Burinski requested the following:-

1. Specific evidence of anti-repatriation activities of officially approved Vol. Socys working under Agreement with UNRRA in Germany and or representations made by UNRRA to the Military about this.
2. Similar evidence concerning non UNRRA controls of official agencies working in Germany.
3. Similar facts concerning unofficial underground or non-recognised organisations or groups active in Germany without official approval.

II. Question 1.:

1. UNRRA controlled societies operating in Germany must be approved both by UNRRA and the Military Authorities of the American, British and French Zones. UNRRA CHQ must first approve the Society and its proposals before any other action is taken. The proposals of any national societies will not even be considered until the societies can produce credentials from the appropriate Government Authorities of its own country. CHQ with the aid of UNRRA HQ or Missions outside Germany must then assure itself that the society's purposes are not in conflict with UNRRA objectives in Germany, but it will be prepared to operate under the control imposed and that it has resources to perform the services proposed as an auxiliary to UNRRA.
2. Other essential conditions are that the proposed services are operationally feasible at the time and that they are desired by UNRRA in Germany. Usually the original plans of a society brought in by its authorised delegate are substantially modified before proposals in their final form are approved by UNRRA CHQ. In the process all departments which would be concerned at CHQ and in the Zones are confronted and there is definite assurance that the services will be used. (If it is e.g. a medical service a scheme will be worked out with CHQ and the medical officers. When it comes into operation it is supervised by them.)
3. The Military Authorities in the three Zones then are notified that UNRRA has approved this society and its plan of operation and that its services are available to be called forward through UNRRA as desired to the territories under their command. No service is put into operation in any Zone until UNRRA and the Zone Military Command has agreed to admit the agency, and has approved the operating programme within the Zone. The operations of an Agency may considerably differ in the several Zones (although always within the terms of the general agreement approved by CHQ). It is in the Zones that the operations come into effect and these Zones have the responsibility of supervising and controlling the personnel as they control UNRRA's own personnel. Within the terms of policies and conditions laid down by CHQ UNRRA Zone Directors control the Zone services of approved Vol. Socys.
4. The personnel of these societies may only be called forward from outside Germany by CHQ. The Zone may not do this independently. CHQ does not take this action unless the personnel are requested by the Zone and then only after each individual person is checked with the Military authorities of the Zone. There are further clearances outside Germany both by the Military Authorities and by the civil authorities of the country concerned. Each person must be provided with valid official documents, any necessary exit permits and a Military Entry Permit for Germany. The UNRRA HQ or Mission in that country also processes these people.

5. If for any reason a member of a Vol. Agency working with UNRRA proves unsatisfactory, his services with UNRRA will be terminated by the UNRRA Director of the Zone and he will be repatriated to his home station. The individual will have the right to appeal to CHQ if he wishes to contest the decision of the Zone but up to the present no such cases have occurred. If an employee is terminated UNRRA would not make representations to the Military authorities to remove him from Germany unless he disobeyed UNRRA instructions to leave. Up to the present time UNRRA has not found it necessary to request Military action to send out of Germany any Vol. Agency employee working with UNRRA under the officially approved agreement.

6. UNRRA terminated its agreement with the former (London) Polish Red Cross when it failed, after negotiations, to come under the direction of the officially recognised P.R.C. While the former P.R.C. has given many supplies and services to Polish repatriation convoys and many of its personnel have themselves returned to Poland, the Directors were unwilling to fulfill the necessary conditions of UNRRA service. It did not have the confidence of the Government of Poland and therefore its position could not be considered satisfactory for repatriation objectives of UNRRA.

7. With the above exception, no voluntary agency under UNRRA control has been found to be working in conflict with UNRRA objectives for repatriation.

8. The following analogies of Vol. Agency personnel working with UNRRA may dispel the impression that large numbers are in Germany who might be working against repatriation...

1052 persons from 24 agencies were attached to UNRRA at 30th June, 1946.

====

325 were personnel of Jewish agencies working only with Jewish D.P.'s.

300 " British Red Cross Assembly Centre teams working like UNRRA teams under the direct supervision of regular UNRRA field supervisors.

155 " personnel of the YMCA/YWCA. This Agency has informed UNRRA that any persons whose work should be found not to be in accordance with the repatriation objectives of UNRRA would be dismissed. D.P.'s solely for training as recreational leaders are jointly selected by UNRRA and the Agency.

898

154 personnel altogether belong to the remaining agencies.

1052 Total.

====

9. A number of these are from the large supply agencies - American Polish War Relief (American Relief for Poland), National Catholic Welfare Conference. Most of their personnel are warehousemen and drivers. In some cases UNRRA takes deliveries of the supplies at the warehouse, in others Agency drivers deliver them to UNRRA team directors. Distribution of supplies within the camp is done by UNRRA and according to UNRRA policy. No agency is permitted to make independent direct distribution to D.P.'s in Assembly Centres. The supplementary food and medical supplies of these agencies are largely for the sick, small children and expectant or nursing mothers.

10. The remainder of our agency personnel from a number of countries are individually engaged in ~~in~~ nursing activities of their own nationals (e.g. French, Belgian, Netherlands, Italians and Czech Red Cross etc.) or in specialist services such as the Don Suisse, T.B., X-Ray Teams, Care of children, hospital and medical services etc. These people are not interested in Anti-repatriation activities. On the contrary their chief concern is of tracing their own nationals especially children and assisting the remaining handicapped or sick people to get home or providing the necessary care for them whilst they must remain in Germany.

11. Some of these national societies have large numbers of personnel in Germany at an early stage of our operations and many of their own nationals have been repatriated. Now their personnel are fully occupied in their home countries and they find it difficult to meet UNRRA requests for their help. Personnel of Vol. Socys working with UNRRA in Germany are changing constantly with different phases of their operation. At one time for example we had as many people from the French Red Cross as we have now from all the societies together.

12. UNRRA Germany takes great precautions to ensure that personnel of Vol. societies are people whose character, training and personal circumstances are such that their work will be in harmony with UNRRA requirements and objectives. When we have reason to believe that someone may be personally unsuitable for any reason, we do not call him forward. The usual personnel problems of Vol. Agencies in Germany are not different from those of UNRRA's own personnel - common questions of discipline, failure to adjust to conditions of work which are very different to those of normal life, difficulties caused by wrong placement of the employee etc. these problems are dealt with in the Zones by UNRRA Zone Directors and their field staffs. In one case mentioned above (London) P.R.C. where the organisation's policy came into conflict with UNRRA policy, CHQ terminated the agreement, notified the Zones and the Military Authorities of the termination and instructed Zone Directors as to the liquidation as to the Society's activities with UNRRA. These instructions were carried out.

III. Question 2:

Organisations which have official authority to operate in Germany outside of UNRRA are engaged in such activities as German civilian relief or work for Prisoners of War. They are not working with D.P.'s who come ⁱⁿ within the scope of UNRRA care. Their agreements are with Zone Military Commands. UNRRA/Military agreements provide that any organisation must come to an agreement with UNRRA if it wishes to work with D.P.'s.

IV. Question 3:

1. The responsibility of the Vol. Agency Division of Relief Services Depart. are concerned solely with officially approved organisations working under UNRRA control or applicants seeking such recognition. It is concerned also that no imposters shall pose as UNRRA sponsored Vol. Socy personnel. Within the past few weeks a German posing as a representative of "International Committee for D.P.'s" arrived at CHQ with a forged UNRRA triptique. He was turned over to the Police immediately. The Military Authorities in the three Zones and the Combined Travel Security Board in Berlin are provided with full details of all Societies sponsored by UNRRA and their authorised activities. Vol. Agency Division has no responsibility of surveillance over non-official groups who may try to form an organisation except to bring to attention any known attempt to pose as an UNRRA sponsored society.

RECEIVED
706 31 10 51 AM '46
COMMUNICATIONS DIVISION
RECEIVED

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

SOUTHWEST PACIFIC AREA OFFICE

Netherlands East Indies

Explanatory Note

The attached draft has been prepared to enable the Administration - as and when the occasion arises - to aid and advise the Member Government concerned to undertake relief and rehabilitation operations.

It is based on TAG/E(44)96a
TAG/E(44)DP/1a
Revised 22 September 1944.

At the same time, it must be pointed out that some of the most vital information needed under paragraph IV in the draft is still lacking without which no complete planning can be undertaken. Such information as I have been able to obtain during my recent tour of the Netherlands East Indies has been incorporated.

We feel, however, that even in its present skeleton form this draft serves a useful purpose as it focuses attention on the many sidedness of this complicated problem.

C. A. SOORMA

Chief of Planning, Far East Unit,
Displaced Persons Division.

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

NETHERLANDS INDIES.

Suggested Outline of a Plan for Co-ordinating Agricultural Rehabilitation
with a Displaced Persons Program

1. General Information:

1. Area and Population.

The following table gives the area and population of the principal islands from the latest available statistics (1930):

Netherlands Indies: Area and Population

Locality	: Area	: Population	: Population	:
	: Sq. Miles	: Oct. 7, 1930	: per sq. mile	:
	:	: (Census)	: 1930	:
Java and Madoera	: 51,032.4	: 41,718,364	: 817.5	:
Sumatra	: 164,147.6	: 7,677,826	: 46.8	:
Riau-Lingga Archipelago	: 12,234.9	: 298,225	: 24.4	:
Bangka	: 4,610.7	: 205,363	: 44.5	:
Billiton	: 1,866.1	: 73,429	: 39.3	:
Dutch Borneo	: 208,285.5	: 2,168,661	: 10.4	:
Celebes	: 72,986.4	: 4,231,906	: 58.0	:
Molucca Islands and				
Dutch New Guinea	: 191,681.8	: 893,400	: 4.7	:
Rimor Archipelago	: 24,449.5	: 1,657,376	: 67.8	:
Bali and Lombok	: 3,973.0	: 1,802,233	: 453.7	:
Approximate Total	: 735,267.9	: 60,727,233	: 82.6	:

Population at time of Japan's occupation was estimated at over 70,000,000 with Java and Madoera having a density of 948 per square mile compared to 94 for all the Netherlands Indies; which is the greatest density of any country in the world. With only one fourteenth of the area, these two islands had two thirds the entire population of the Netherlands Indies. In 1930, 97.4% of the total population were native Indonesians, of many different racial strains, the Malays predominating, 2% of the population were Chinese, 0.4% Europeans, and 0.2% other non-indigenous Orientals. Java and the adjoining island of Madoera (administratively a unit) constitute only 7% of the total land area, but accounted for almost 70% of the total population. The population is predominantly rural, only 5% residing in cities of more than 25,000 inhabitants.

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 2 -

2. Geographical Features:

The Netherlands Indies lie across the Equator and extend one eighth of the way around the earth, no less than 3,100 miles. From north to south the distance is more than a third of that figure. The total area is a quarter of that of the United States. The most striking physical features of the Netherlands Indies are the steep and frequently volcanic mountains of the interior in contrast to the low and frequently swampy coastal plains. Vegetation is predominantly a dense jungle, broken by grass plains in higher regions. The soil, particularly in Java, is very fertile. The largest of the islands is Borneo, the Dutch part of which has an area of 213,000 square miles, or an area of almost exactly equal to that of France. Sumatra, the second largest island, with an area of 162,000 square miles is larger than California. New Guinea is, of course, the largest island of the whole Malay Archipelago, but that part of it which is under the Dutch flag has an area of 153,000 square miles, which is a little more than the area of Japan proper. Celebes has an area of over 71,000 square miles. Java consisting of less than one-fourteenth of the total area of the Netherlands is the seat of administrative government. It is also the richest, most highly developed most densely populated, and most centrally located of the Netherlands Indies.

Java has large areas of low lands; the mountain sides slope more gently and permit rice irrigation. Bali and Lombok are similar to Java and both support large populations. Borneo is covered with limitless swamp forests and hill country that is not highly fertile and needs drainage. Sumatra plain areas are surrounded by a wide belt of morass and the large rivers cannot be used for irrigation so rice is only grown on small areas of the interior. Celebes is mountainous and supports only a sparse population. New Guinea is covered with vast swampy forests and chains of high mountains.

Coastal temperatures are usually between 80° and 90°F; however, for every 300 ft. of altitude there is a drop of one degree of temperature, so that there is a marked transition from the intense heat of the low-lying plains to a more salubrious climate at higher altitudes. Humidity is high in most places at all times, but there are wet and dry seasons, varying with the monsoons.

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 3 -

3. Political Subdivision:

Under Dutch rule there were two types of political division of territories: "directly" and "indirectly" administered districts. The latter were native principalities whose princes recognized the sovereignty of Holland, but retained a certain measure of governmental freedom. There were many of these indirectly administered districts in the outer provinces, but in Java they existed only in the central part of the island.

In 1938 certain reorganizations were introduced in the outer provinces (all areas outside of the administrative unit of Java and Madoera), whereby these were divided into three governments, instituted as administrative bodies, but ultimately to become provinces.

Administrative Units in Java and Madoera

Provinces and governments	Residencies	Regencies	Districts	Sub-districts	Villages
West Java	5	18	105	345	3,410
Middle Java	5	22	107	359	6,765
Djokjakarta	1	6	14	62	831
Soerakarta	1	6	27	119	1,659
East Java	7	27	138	501	8,168
	19	79	391	1,386	20,833

For relief purposes it may be of use to know those relations between native and European officials in Java which can be simply and schematically charted (as follows):

Local Administration in Java

Unit	Native official	Dutch official
Hamlet - <u>kampong</u>	Hamlet elder - <u>toea kampong</u>	
Village - <u>desa</u> (aggregate of hamlets)	Village chief - <u>loern</u>	
Sub-district - <u>kasistenan</u> or <u>kotjamatan</u>	Assistant <u>wedana</u> or <u>tjama</u>	Aspirant controleur, advisor of an assistant <u>wedana</u>
District - <u>kwedan</u> <u>aan</u> or <u>kaboe paten</u>	<u>Wedana</u>	Controleur, advisor of one to three <u>wedana</u>
Regency	Regent	Assistant-resident, advisor of regent.

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 4 -

II. Agricultural Information:

1. Rainfall is nearly everywhere adequate for agriculture, except in eastern Java, Madoera, and the eastern islands near Australia. Where rainfall drops below 60 inches a year, corn replaces rice; elsewhere there is a rice harvest every week of the year, provided that irrigation water is available for the short dry periods. In favored localities one crop succeeds another the year around.
2. Staple articles of diet are rice, maize, root crops (cassava, sweet potatoes, potatoes, and others), pulses (peanuts, soybeans, beans, etc.), vegetables, fruit, and fish. While the principal diet of the Indonesians is based on rice, in some sections cassava and corn are substituted for rice as a staple foodstuff. Also, at certain times of the year even in areas where rice is the staple foodstuff. Rice is also supplemented by the use of a few green vegetables and occasionally by a little meat, dried fish or eggs, and fruit.
3. Agriculture is of two kinds: small-scale subsistence cultivation and large-scale estate or plantation agriculture. Since no aliens, including the Dutch, are allowed to purchase land already in native use, the natives are protected in their holdings and food supply.
4. The land pressure in Java is so heavy that many peasants find it difficult to raise enough food for their families, although 55% of those engaged in native agriculture have to raise food for the rest of the natives, while in the Outer Provinces more than 70% of the natives till the soil. Rice is the leading crop of the natives and occupies 45% of the area, with maize 23%, second in importance, root crops with cassava predominating third with 14% of the crop area, and pulses fourth with 9% of the area, and tobacco fifth with nearly 2%. Plantation crops are rubber, coconut products, sugar, tea, tobacco, coffee, and certain drug plants. Of those gainfully employed approximately 70% are in agricultural production, cattle raising, and fisheries. Investigations have shown that there is an average of 1.7 agricultural workers per family. The great majority of the population lives on a subsistence level, producing chiefly rice, cassava, and other foodstuffs for their own consumption. On the commercial plantations there are large numbers of native laborers who produce chiefly for the world market.
5. The soils of Java are unusually fertile owing to their volcanic origin. On account of long and intensive cultivation, fertility has been depleted and fertilizers are now desirable, but the quality of the soil is good. Large areas in Sumatra, Borneo, Celebes, and New Guinea are devoid of volcanic soils and the soils are strikingly unfertile. Large agricultural possibilities await development in the Outer Provinces.

R E S T R I C T E D

TDP/FE(45)28 Australia 28

TAG/FE(45)19 Australia 19

5 July 1945

- 5 -

6. Housing for the rural population is primitive and not difficult of construction.

7. The following table is a guide to the periods during which various food crops are harvested in Java and Madoera:

Principal food crops.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Paddy rice	1.7	2.1	5.8	14.1	27.2	21.8	8.8	5.5	4.1	3.8	3.0	2.1
Dry rice	2.6	9.2	39.4	33.6	8.5	2.6	0.9	0.8				
Maize	20.1	20.1	6.7	2.1	3.4	6.1	7.6	6.3	etc.			
Cassava	4.6	5.1	5.7	5.9	6.6	8.0	11.9		see page 8 "Preliminary survey"			
Sweet potatoes	8.3	6.4	5.9	6.4	6.2	6.4	7.9					
Potatoes	11.7	10.1	8.8	8.1	7.2	8.1	8.6					
Peanuts	6.5	8.4	7.7	4.7	6.2	11.5	10.6					
Soybeans	1.4	1.9	2.1	3.1	4.7	6.1	17.4					

8. The following figures give the percentage of estate grown crops to total exports:

Rubber	50%	Coffee	54%
Sugar	99%	Chinchona	100%
Tea	83%	Agave	100%
Copra	6.6%	Pepper	.13%
Leaf tobacco	100%	Latex rubber	100%
Palm Oil	100%		

9. The table below shows the processing plants of Agricultural and mineral products (1939):

Type	Number of factories	Production (metric tons)	Approximate % for home consumption.
Sugar Factories	138	1,500	25%
Rice Mills	1,137	1,200,000	99
Tea Factories	273	120,000	30
Rubber Remilling Plants	193	421,000	3
Tapioca Plants	220	223,000	100
Fibre Factories	31	108,000	0
Coffee Hulling Factories	89	120,000	50
Palm Oil Factories	31	250,000	10
Vegetable Oil Factories	113	263,178	70

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

Table (contd.)

- 6 -

Type	Number of factories	Production (metric tons)	Approximate % for home consumption
Etheric Oil Factories	100	5,193	5
Kapok Cleaning	213	18,000	0
Sawmills	103	(Cubic metres)	90
Quinine Factories	1	118,000	10
Tin Refineries	-	200	1
Petroleum Refineries	-	14,000	8
Salt Ponds and Refineries	-	7,036,348 180,000	100

10. While there is a large amount of unskilled labor in the Netherlands Indies there is not an unlimited amount available, since considerable proportion of the working population is essential to maintain the food supply.

11. Methods of farming are more or less simple on the areas operated by the small-scale farmers while that operated by the large-scale operators is of the most modern design. The smaller farmers largely utilize hand tools with some assistance from work animals especially in plowing the rice fields. A rough estimate for 1943 gives between 14 and 15 million workers in native agriculture. Perhaps not more than one-third of the actual workers own heavy hoes, large field knives, and the other simple agricultural tools used for native cultivation. It is a fair assumption that no replacements of these tools have been made. On the other hand, most of them, with care, will last many years. Furthermore, native smiths, provided with the iron, can manufacture their own implements. Therefore, for native agriculture relief, tools will probably not constitute an immediate or pressing problem.

III. Fisheries:

Fishing was an important industry in the Netherlands Indies before the Japanese occupation, at which time there were 16,000 sea-going fisherprahoes employing about 292,000 fishermen in addition to about a third of this number of prahoes-builders. Fish supply an important item in the diet of the Indonesians and are raised in ponds throughout the islands, especially in Java both inland and along the seashore. In some places the rice-fields are reflooded after the harvest and fish become a secondary "crop".

R E S T R I C T E D

TDP/FE(45)28 Australia 28

TAG/FE(45)19 Australia 19

5 July 1945

- 7 -

Fishing is said to have been maintained and even greatly increased under Japanese supervision but the native fishermen have been largely replaced by the Japanese and the amount of fish for the native people has been reduced in order to send the supply to the Japanese military. In some places it has been impossible to save fish due to the lack of salt.

IV. Displaced Persons Information:

(Information to be secured as soon as possible from the Netherlands East Indies Government)

1. Approximate percentage of agricultural and fishing population that are displaced persons.
2. Areas and extent of displacement.
3. How displaced persons now living.
4. Extent of replacement necessary or desirable:
 - (a) as to location;
 - (b) as to occupation;
 - (i) agriculture,
 - (ii) fisheries,
 - (iii) industries related to (1) and (2)
5. Note I -

As a result of our recent tour of the liberated areas of the Netherlands East Indies we obtained the following information about the places visited:

(a) Noemfoer.

Total number of displaced persons only 50, consisting of about 20 Eurasians, the remainder being Indonesians. None of these are agriculturists or fishermen,

(b) Morotai.

Total number of externally and internally displaced persons said to be about 3,000. It is not known how many of them were agriculturists or interested in fishing. It is assumed, however, that quite a few of them are interested in agriculture and fishing.

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 8 -

(c) Rau.

Total number of externally and internally displaced persons said to be about 3,000. It is not known how many of them were agriculturists or interested in fishing.

There was evidence to show, however, that a fair number of these evacuees lived by fishing. We saw fishing nets and tackle and small boats and canoes used by them. Besides, we were informed that some evacuees were agriculturists.

(d) Bink.

Total number of externally and internally displaced persons said to be about 200. It is not known how many of them lived by agriculture or fishing. I saw some papuans and Indonesians who were both fishermen and agriculturists.

(e) Hollandia.

Total number of externally and internally displaced persons said to be about 600. It is not known how many of these were agriculturists or fishermen. From the information given to me it appears that the majority of these evacuees were agriculturists.

(f) Merauke.

Total number of externally and internally displaced persons said to be about 500.

From what we observed we assumed, that the majority of them were agriculturists. They were successful in their cultivation and appeared to have become, to a great extent, self-supporting in their food crops.

NOTE II. -

The areas we visited were sparsely populated with a very simple economic structure. The problems of relief and rehabilitation in these regions, are therefore, comparatively speaking neither complex nor difficult. But, as and when more densely populated islands like Java, Sumatra, the Celebes, Borneo and the adjoining areas are liberated, all of which had and presumably still enjoy a much higher standard of living, these problems will require expert planning and swift execution so that something like normal conditions may be restored without undue delay.

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 9 -

V. Steps contemplated by the Government to resettle Displaced Persons by the provision of:

1. Seeds - believed to be sufficient stocks on hand except for a few European types.
2. Draft cattle - by breeding up and giving veterinarian protection.
3. Tools and agricultural implements - import of some already made and of metal for their local manufacture immediately after the entry of the Allied armed forces.
4. Inducement goods and measures - cloth to be given high priority. Sacks provided for transport of farm products.
5. Early re-establishment of transportation, including boats, bull-carts, and storage facilities.
6. Processing plants for handling rice.
7. Rehabilitate and expand fishing by provision of fishing gear, equipment and boats as well as salt, sacks, bottles, etc. for handling and processing dried and salted fish and fish paste.
8. Repair of dykes and irrigation systems.
9. Shifting basic food crop production and populations to more favorable conditions.
10. Encouraging enlarged production of hogs, chickens, and other domestic livestock.

VI. UNRRA's Part in Relief and Rehabilitation of Netherlands Displaced Agriculturalists and Fishermen (To be determined by mutual agreement):

- (a) If asked by Netherlands East Indies Government for direct aid:
- (i) Make agricultural surveys to assist in determining locations for resettling agriculturalists and re-establishing fishermen;
 - (ii) Provide technical advice;

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 10 -

- (iii) Assist in securing needed imported supplies;
 - (iv) Provide trained agricultural technicians and fisheries experts;
 - (v) Assist in locating, transporting and distributing local food supplies (surplus rice not likely to be in large urban centers, but in villages in tens of thousands of small bins and improvised warehouses). Probably can be done through use of inducement goods;
 - (vi) Repair of damaged irrigation works will restore food production, rice and fish, quickly so far as will be necessary for most displaced agriculturalists and fishermen;
 - (vii) Help rehabilitate the phosphate rock production as well as the Government sponsored sulphate of ammonia plant.
 - (viii) Arrange priorities for sending agricultural and fisheries personnel home when seasonal use demands it;
 - (ix) Assist in organizing cooperative services that might benefit resettled persons.
- (b) If not asked by Netherlands East Indies Government, except indirectly:
- (i) Assist by recommending to Combined, or other Boards that priority be given Netherlands East Indies Government for securing agricultural and fishing requirements, such as: metal for making tools; sacks for transporting commodities; cloth for inducement goods; hooks, lines, nets, and material for building junks, sampans, bull-carts, etc; and cold storage facilities;
 - (ii) Help re-establish a normal economy by providing an export market; for crops such as sugar, rubber, fibres, vegetable oils, spices, quinine, tin, etc.

by recommendation to the Combined Boards, and for export to other areas needing relief goods.
 - (iii) Provide agriculturalists with list of tools and implements needed and adapted for particular kind of farm enterprise which he will operate and if possible where they can be secured;

R E S T R I C T E D

TDP/FE(45)28 Australia 28
TAG/FE(45)19 Australia 19
5 July 1945

- 11 -

- (iv) Provide fishermen with plans for making improved nets, boats, etc;
- (v) Encourage military to speed the clearance of mines from fishing grounds and approaches to ports as soon as can be done with national safety;
- (vi) Where agriculturalists and fishermen cannot be returned immediately to their homes or countries, arrange for their services where there is a shortage of agricultural or fishing labour exists in other areas and can contribute to producing needed relief and rehabilitation supplies.

VII. References:

1. Economic Structure of the Netherlands Indies by Dorothy G. Jacquelin, U. S. Tariff Commission, Washington D. C. August 1943.
2. Preliminary Survey of Relief and Rehabilitation Problems in Southeast Asia - Netherlands Indies, by Cora Dubois, Department of State.
3. P.H.W. Sitson's confidential memo, to UNRRA, 15 July 1944.
4. Asia's Lands and Peoples, by George B. Cressey, 1944.
5. Economic Survey of the Pacific Area by Karl J. Pelzer, 1941.
6. Research material prepared by Agric. Rehab. Div, UNRRA, Washington, D. C.

Draft Plan Prepared by : -

C. A. SOORMA
Chief of Planning, Far East Unit
Displaced Persons Division

GLEN BRIGGS
Chief Agricultural Rehabilitation
Officer

DR. DOROTHY JACQUELIN
Area Economist

WELFARE DIVISION BULLETIN
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
Washington, D. C.

Vol. 1 No. 5

June 1945

VOLAGENCY SUPPLEMENTARY PROJECTS

In the initial phases of UNRRA's work, many voluntary agencies very generously put personnel at the Administration's disposal. UNRRA is very grateful for the help it has received from voluntary agencies in starting its own operations; and this collaboration has helped the voluntary agencies, on their side, to get into a position in which they will be able to operate projects of their own. In the phase we are now entering we are therefore beginning to think of the Administration and the agencies as collaborators not on the same projects but on different and complementary projects. By helping one another, both have become strong enough to specialize in doing their own particular job.

The following message was therefore cabled on 28 May 1945 by the Welfare Division at headquarters to ERO and to country missions in European countries in which UNRRA is operating:

"1. Voluntary foreign relief organizations here are ready and willing to expend their resources in your area. Voluntary agencies are committed to contribute such needed supplies and services as are unavailable from other sources. Such contributions are not meant to duplicate UNRRA or other government programs, but are to be additional to these and are to be in fields not otherwise covered. Typical fields are education, occupational training, children's programs, and recreation. Voluntary agencies are also prepared to underwrite such special projects as are supplementary and additional to UNRRA and government programs, including the sending of technical personnel and supplies needed for such projects. UNRRA is committed to assist the United States voluntary agencies in supplementary projects in accordance with General Bulletin #95. A procedure is required for the expeditious channelling of these resources.

"2. The following procedure agreed upon here is suggested to you: (a) The mission chief through the chief welfare officer should explore with the appropriate government authorities the general policy of foreign voluntary agency assistance; (b) the mission chief should prepare and transmit through ERO to HQ the government-approved list of supplementary projects or special unmet needs which the government is prepared to request voluntary agencies to assist in, together with all relevant data concerning the nature of the assistance desired, including as far as possible an estimate of personal services, supplies and funds needed in each case; (c) upon receipt of the list of proposed requests, HQ will inform appropriate voluntary agencies; (d) voluntary agencies will then inform HQ of their willingness to undertake some or all of these projects and the extent of the responsibility, the planning and the resources that they are willing to assume. This information will be transmitted to you for submission to the government; (e) the mission will transmit through ERO to HQ the government's specific invitation to voluntary agencies whose proposals are acceptable to the government; (f) finally, HQ will prepare agreements defining the arrangements and responsibilities for acceptable proposals. After approval by the voluntary agencies the agreements will be forwarded to you for your concurrence and for submission to the government for its approval.

"3. The possibility of your area continuing to receive benefits through the interest and support of voluntary agencies prompts us to urge your early and careful consideration and suggestions."

To facilitate cooperation between governments and voluntary agencies in other countries besides the United States, HQ has sent to all national coordinating councils an inquiry into the resources of their member agencies. It is hoped that the results of this inquiry will indicate the extent and nature of the agencies' resources, interests, and plans, and that it will thus serve as the basis for a resource directory to be shared with member governments.

Several examples have already been given of supplementary projects that are beginning in Greece and Italy. Another has now been agreed between the Czechoslovak Republic, American Relief for Czechoslovakia, and UNRRA, with the approval of the U. S. President's War Relief Control Board. Under this agreement, 15 mobile and stationary x-ray units will be supplied to Czechoslovakia, in order to facilitate a nationwide tuberculosis control program. Of these 11 will be provided by American Relief for Czechoslovakia, which also has in mind the engaging of 2 Americans now in Europe. Other similar projects desired by Czechoslovakia are also being discussed.

THE SYDNEY OFFICE

At the beginning of this year, 2 offices were opened in the Far East--1 at Chungking for China and 1 at Sydney for the Southwest Pacific Area. When the Committee of the Council for the Far East held its first meeting in its own region, it was serviced by the Sydney area office. The staff at Sydney has included 1 welfare officer: Samuel E. Martz from Washington was there from January to May; his place has now been taken by Miss Constance Duncan, an Australian with wide experience in welfare work in the Far East.

One of the principal duties of the office is to recruit qualified persons for service with UNRRA. Owing to the tight manpower situation, some difficulty is being experienced in obtaining the release of experienced people; but 26 welfare positions have been allocated to Australia and New Zealand by ERO for the DP operation, in addition to any positions for which people there were being considered at the time the allocation was made.

Relations with voluntary agencies, both directly and through their coordinating councils--the Australian Council for UNRRA and the New Zealand Council of Organizations for Relief Services Overseas--have also been important. At the end of April, the Australian Red Cross sent 2 teams to Greece; 3 teams have been offered by another organization in Australia; other Australian agencies are prepared to make contribution of personnel; and a used clothes drive is being organized.

Information on emergency relief problems and methods is being collected on the spot, by means of visits to the Netherlands Indies by staff members and to Burma by a member of the welfare subcommittee.

The procurement of supplies in Australasia will be increasingly important; if any welfare supplies are procured in that part of the world, the welfare representative will have additional duties as an adviser in this field. Owing to their comparative nearness to the scene of action, the contribution of Australia and New Zealand to the relief and rehabilitation of the Far East will be an important one; the Sydney office may be expected to become increasingly important as liberation proceeds in this region.

MASS FEEDING

Camp Meals - UNRRA may not have as many dietitians as it needs. The useful work done by Frances Floore who has been in the Middle East Camps points however toward the need for more and better supervision in the operation of food services.

Here are some of the things a camp dietitian has come up against. Some military rations may be adequate in calories, but not in vitamins or minerals or animal protein. Most people may get less than their ration, because part of it may be drained off to supplement the rations of children or of the staff. The food may arrive unevenly, and there may be inadequate facilities for storage, so that a week's vegetables may have to be eaten in a single day. The result may be a monotonous diet of rice and macaroni for the rest of the week, without even any tomato or garlic with which to season it. And the central cooking of rations may not have the hygienic advantages that are claimed for it.

At the same time the camp residents may point the way toward a solution of these problems by the way they themselves react. Residents supplement an unsavory and monotonous diet by buying fresh fruits and vegetables from the local Arabs; so why should not the camp itself buy these things? Residents buy extras from the canteen; so why should not the camp use the profits from the sale of foodstuffs to the few for the purchase of foodstuffs for the many? They like to cook for themselves; so why not organize cooking facilities for each group of tents, as a more hygienic and less fire-risky middle course between central cooking and tent cooking? It may be too late in the day for changing the cooking habits of an old-established camp which we hope will close down in the near future; but for a camp with a longer life before it, suggestions such as these may be very valuable, provided we have the dietitians to carry them through.

City Meals - The fuel shortage is preventing people from cooking in their own homes in many countries today. In some countries, people have also lost their cooking equipment, because their homes have been bombed or plundered; but even if they still have enough equipment to cook by, they often find themselves without adequate fuel. It is therefore a great help for the people to be able to buy their ration already cooked at a neighborhood cookhouse. The blitzed cities of France all have "communal kitchens", not in the sense of places for communal feeding, but in the sense of municipal kitchens where the commune cooks food for its citizens to take home. It is above all in the Netherlands that these "central kitchens" have developed: during the last few months of the German occupation, one-third of the population of the Western provinces--more than one million Dutchmen altogether--lined up at the kitchens to take home a meal a day in return for their ration coupons.

Actual communal feeding, as in "British restaurants", may offer a better means of getting food to people while it is still hot; but it is practicable only when adequate facilities and utensils are available; it is no more hygienic, unless soap and hot water are available; and it cannot easily cope with such large numbers as were freezing and starving in Holland last winter.

PREPARING FOR CHINA

Programming for China is going ahead rapidly, both at Chungking and at Washington. UNRRA's consultants at Chungking are working closely with CNRRA, developing both an immediate and a more comprehensive program. Proposals coming forward from Chungking are being reviewed at Washington in the light of known resources.

The main operation still lies some way ahead; but certain preliminary operations are looming up sufficiently close to us to be the subject of detailed discussion between Headquarters and Chungking. On the supply side, two of these are most important. The one would be a "backdoor operation", by which it is suggested that some thousands of trucks, intended to relieve China's transportation shortage, would take high priority

foreign relief supplies with them on their journey from India to China. The other would be a "long lead" or "beachhead" operation, in which "pilot orders" would be placed for a small number of "units" of many different kinds; for example, in order to serve a hypothetical beachhead population of 1,250,000 people, welfare supplies of one kind or another would be ordered to meet various emergency needs of some 300,000 persons, in addition to rehabilitation supplies for local transportation, industry, and agriculture. All items to be included in this program would of course need the approval of the Chinese government; and everything included in it would form part of the larger Chinese program, whose procurement it would greatly facilitate.

Surveys already made in Kweichow conjointly by UNRRA and CNRRA staff have shown the importance in the early stages of the operation of stressing small relief supplies rather than bulky rehabilitation equipment. For mass emergency relief, such things as blankets, hand tools, lanterns, and bicycles are urgently needed, to help the Chinese improvise mass-feeding and transit camps and reconstruct their communities with local resources. In other words, those supplies in which welfare people are specially interested are of great importance in the present phase of programming for China.

Personnel is only one degree less important than supply. Most of the work among Chinese people will of course be done by Chinese welfare workers. To assist in their training, some basic welfare training material is being flown to China each week. So far, fourteen non-Chinese welfare workers have been requested for loan to CNRRA (China National Relief and Rehabilitation Administration); of these, one is already at Chungking, while the names of six others -- including three women -- have been submitted to the Chinese government for its approval.

The fields of specialization in which welfare workers have been requested are:

- (1) organization and administration of emergency relief and welfare activities;
- (2) training of lay workers for emergency services;
- (3) distribution of relief supplies;
- (4) work relief projects;
- (5) camp organization and management;
- (6) care of homeless children;
- (7) mass feeding;
- (8) emergency shelter for homeless persons;
- (9) handling mass refugee movements;
- (10) rehabilitation of the disabled.

Background material on Chinese welfare services has been issued at headquarters. It was prepared with the help of H. C. Chang, who has since been appointed director of the Welfare Bureau in the Department of Social Affairs at Chungking. It is probably the only comprehensive survey of Chinese welfare facilities at present available.

WELFARE DISTRIBUTION

Seeing that we did our best to choose UNRRA's welfare officers for their adaptability and for their experience in meeting emergencies, it is not surprising that in the field many of them have been called upon to adapt themselves to the job of distributing relief supplies. In one country they are acting as technical observers. In another they are advising the government on distribution problems, and their services have been requested by the distribution division. In another country they have to devise ways of getting supplementary foods to special categories of people. In the camps they have had to stretch an inadequate supply of clothes and blankets so as to keep people clean and warm. The only reason why welfare people are called on to do these jobs is that there is something in their outlook, their experience, and their skill, that fits them for this kind of work much better than any other professional group. They are accustomed to thinking in terms of people's needs. They are in the habit of finding out what people lack and what they think they want and how they feel about what they are offered. On the economic aspects of distribution -- such processes as warehousing and trucking -- their advantage is their alertness, their habit of observation, and their knowledge of human nature. But on the social aspects of distribution -- getting necessities to people who would not otherwise receive their fair share -- they are especially skilled. Their work is with people rather than with goods. What they are concerned with is distribution to people, rather than distribution of goods. If the distribution is inequitable, the problem, as they see it, is not that 10% of the supplies are inequitably distributed, but that 10% of the people do not get their equitable share. Any welfare worker worth his salt is not likely to be satisfied with just shovelling relief supplies into a country or a locality, and trusting to economic and other forces to spread them thick or thin. He is more likely to want to make sure that no one is denied access to his portion through not going to the right church on the right day or not supporting the right political group or not dealing at the right store or not having money enough with which to buy. At the same time a welfare worker without tact is a poor servant of people in need. Welfare people have to be good diplomats if they are to be good distributors. The quality of an administration, it has often been said, depends upon its personnel. And it is very largely on the good judgment of its welfare personnel that UNRRA has to depend if it is faithfully to carry out such basic policy resolutions as "That at no time shall relief and rehabilitation supplies be used as a political weapon, and no discrimination shall be made in the distribution of relief supplies because of race, creed, or political belief", and "That distribution should be so conducted that all classes of the population, irrespective of their purchasing power, shall receive their equitable shares of essential commodities."

PERSONNEL

Donald S. Howard, first chief of the studies branch at headquarters, has gone to Chungking as country welfare officer, after spending last winter in the European region. Samuel E. Martz has returned to headquarters from the Sydney area office and is working as assistant chief of the program and analysis branch.

Two deputy directors of the Welfare Division have returned to their posts on the expiry of their leaves of absence -- Harry Greenstein, who has returned from the Cairo area to Baltimore, and Fred I. Daniels, who has returned from the European region to Brooklyn.

A number of transfers are being made. Those that have come to our attention are Gwendolen Chesters (from the Middle East), Hansi Pollak (from Middle East camps), Allan Houghton (from the Albania mission), and Albert Brownbridge (from Cairo), all of whom have been requested for the mission to Germany, and Roland Artigues (from Philippeville), who becomes a district welfare officer in Italy.

Recruitment for the displaced persons operation in Germany continued heavy. By 1 June, 226 persons had entered on duty or were in process of recruitment for the 267 places allotted to headquarters by ERO. Similar progress was reported from London and Paris.

At the end of V-E week (12 May), 141 UNRRA teams had been deployed, each of which had at least one welfare officer. By the end of May, the number of teams had risen to 200.

Fourteen members of the overseas staff reported for duty at Washington during May. Among them were the Welfare Liaison Officer for Norway, Harald Lund (Senate Subcommittee on Wartime Health and Education). Those going as welfare officers in the German Mission were: Herman Washington (National Housing Agency), Mamie Nicolet (Kaiser Shipyards), Morris Chase (N. Y. City Dept. of Welfare, Brooklyn), Ann Madsen (Civilian War Commission, Seattle), Vidkunn Coucheron-Jarl (Welfare Division, Washington Headquarters). Assistant welfare officers in the German Mission were: Francisca Bou (Medical Social Services, Santurce, Puerto Rico), Orlando Shilts (Lorain Co. Children's Home, Oberlin, Ohio), Gabriello Patry (Social Service Officer, Canadian Army M.C., Quebec), Bobette Dietz (Indiana State Dept. Public Welfare), Catherina Van Ribbink (Public Employment Service, San Francisco), Dorothy Stricker (State Dept. Public Welfare, Texas), and Daniel Van Leuvan (U. S. Army).

Staff arriving at London from Washington during May are known to include Gertrude Gates and Harald Lund.

By the end of May, all United States voluntary agency personnel had left for the field.

Hoffer
me
7/14
Chester

WELFARE DIVISION BULLETIN
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
Washington, D. C.

Vol. 1 No. 6

July 1945

DISPLACED PERSONS OPERATION NOTES

News that has trickled through from UNRRA Welfare Officers shows great variety in accommodation for assembly centres during the initial phase of the DP operation; some are mere tents or out-of-date barracks, while others are in Nazi boarding schools or in factories with halls that give children all the space they need for school and play; some are in damp hutments in mine-infested forests, while others are in the only surviving buildings in bombed-out towns. One camp of 14,000 has only 200 infants and children; another camp of 2000 also has 200. Many contain people of several nationalities which have to be sorted out. In some camps, people are too exhausted to work even at keeping the camp clean; at others workers have been rewarded with tobacco and meals in a special "UNRRA kitchen", or persuaded to work for the children, fixing up playing space for them or carrying water for babies' baths. In many camps, especially those with large numbers of Poles, difficulty has arisen from the inability of Welfare Officers to communicate with them in their own language and allay their fears and misgivings, with the result that nerves may be much more tense than is at first sight apparent. In some camps there has been a lack of legal authority to register marriages between displaced persons of different nationality. The calls on international and national tracing services have been very great. In some places it has been possible to scrounge or requisition supplies, but even if there are sewing machines, they do not always have needles; and even if there are musical instruments, they do not always have strings. Even in places where German supplies of other things seem plentiful, there may be a lack of buckets, brooms, brushes, and soap for enabling the residents to keep their assembly centres clean.

Even if there are clothes, there may be no footwear but straw or carpet slippers. Books, newspapers, and information material on the fate and destiny of people's homelands have been in great demand. Schoolbooks in the children's own languages have been needed. Writing materials have been exceptionally scarce; and stories are told of 500 children in a school without one single pencil, and registration cards without any ink or pen with which to fill them in. The need for canteens and pocket money has been felt. Cobblers' and carpenters' and gardening tools and knitting needles have been called for, as well as balls, quoits, swimsuits, playing cards, chessmen, and cosmetics. The longer people stay in the centres, the bigger these problems grow; and this has meant in particular that they are most acute in the cases of Polish citizens and of Jews of all nationalities.

The Two Phases - During the SHAEF phase, the chief interest of the military and the governments has been to get people repatriated as quickly as possible, rather than to organize services for them where they are. There has been little opportunity to register displaced persons or to identify children who accompanied them. UNRRA teams have moved in; displaced persons have moved on; and conditions have varied so much that it is impossible to generalize about the work either of the teams as a whole or of their welfare officers. They have been left very much on their own. Their effectiveness has depended on their ability to adapt to the

particular circumstances of the particular camp. They have been, moreover, under military command, which has varied considerably from place to place in the extent to which it has made use of the teams recruited by UNRRA at military request. Reporting has everywhere been difficult; and nowhere have the teams been under current professional guidance from the Welfare Division and other divisions in UNRRA during this phase of speediest possible repatriation.

We are now moving into a second phase in which the number of teams is greater, the number of displaced persons is smaller, the rate of repatriation is less rapid, SHAEF gives place to the Allied Control Council and communication with assembly centres becomes less difficult. Under these new circumstances, and in those zones in which they are utilized by the military, UNRRA teams are faced with greater opportunities of usefulness. They have to enlist the cooperation of residents in running their camp. They have to keep them usefully or at least harmlessly occupied; and for this purpose welfare supplies as well as good management are needed and are being obtained. They have to try to get to know people as individuals for the practical reason that most members of this residuum are persons who for one reason or another cannot be repatriated en masse but need to be dealt with carefully case by case if they are to have an opportunity to fit in somewhere in the post-war world.

CIVILIANIZING THE MIDDLE EAST CAMPS

When the Balkan mission was finishing its planning, and the missions to particular Balkan countries were beginning their operations, a big change was effected in the management of the Middle East camps which UNRRA had inherited from MERRA nearly a year earlier. This was the substitution of United Nations civilian managers for British military commandants.

In one camp, the principal welfare officer became the first civilian camp manager. As he himself put it, he was the first person to head this camp by virtue of a definite choice on his own part to engage in the relief work of a United Nations organization. It was therefore as an experienced welfare administrator and also as a convinced internationalist that he made basic changes in the organization of his camp.

This showed itself especially in great expansion of refugee self-government. The "citizens" of this temporary community were given the right to share in the responsibility of running the camp and making it more like what they desired. Their civil guard, armed with whistles and compensated with additional footwear, would henceforward patrol the camp along with the military guard, so as to increase the protection against theft by outsiders. Their representatives would accompany the Administration official when he went to buy local produce for the camp canteen, so that the price paid should be well known. Their comptroller would check on the takings of the canteen, so that adequate profits should be available for welfare purposes. Disputes should go for settlement not to the administration but, in the first instance, to the person whom they had elected as president of the camp, or, if a formal trial was desired, to a court of which they had chosen three-fourths of the members. Every important aspect of camp life had its own appropriate committee. Thus questions of wages or the use of canteen profits would go to the finance committee, and questions of clothing distribution would go to the welfare committee. On each such committee, every area of the camp would be represented. For the camp as a whole there would be a large and representative central committee. Above all in everything that concerned them, the management promised to take the citizens into its confidence.

The change-over from military to civilian management thus opened the way to profound changes both in the spirit and in the form of camp administration. The British military commandants had adapted themselves well to a thoroughly unmilitary task, and had done as good a job as could be reasonably expected in meeting material needs and in maintaining order with the minimum of force. The UNRRA civilian managers, true to their welfare background, were able to carry the camps a big step further forward, opening up many channels for constructive action on the part of the residents, transforming them from refugees into citizens, and preparing them to play a responsible part in the rehabilitation of their home communities.

LABOR RELATIONS IN TEMPORARY COMMUNITIES

This Bulletin endeavors to carry information based on current experience not only of UNRRA but also of its member governments. A report has recently been made available to UNRRA on labor relations in the "relocation centres" which have been operated by the United States for those persons of Japanese descent who were compelled to leave their homes near the Pacific coast in the winter of 1941-42.

Stress is laid on the importance of examining labor relations critically before trouble occurs. It is easier to prevent work stoppages than to end them. When wages are merely nominal, other incentives than pay have to be provided. Above all it is necessary for the "appointed personnel" to take the residents into their confidence, cooperate with residents' representatives in evolving labor plans and procedures, and develop adequate channels for discussing problems in an orderly way before they have become acute. Owing to the extreme sensitivity of residents in this unnatural kind of community, it is very important that supervisors and other "appointed personnel" should not assume a domineering or contemptuous attitude; and it is also important that they make use of residents as foremen, besides opening up satisfactory channels of consultation and communication.

When a labor crisis does occur, the community is usually so interested in the restoration of its own normal services that it itself has usually put out peace feelers of a kind that helps the two sides to come together. The welfare officer has many opportunities to detect and encourage such trends.

THE KWEICHOW REPORT

CNRRA and UNRRA cooperated during the spring in a field investigation and report on the refugee situation in the area most affected by the Japanese offensive of 1944. It was estimated that between 400,000 and 1,000,000 persons had left their homes, and that of these between 18,000 and 30,000 were utterly destitute, while many more were eking out only the barest living. Distress among the citizens of South China was described in the following paragraphs:

"The march was in the dead of winter, across the high plateau-land of Kweichow, and conditions among the refugees were indescribably hard. Many had fled on short notice, taking only what they could hurriedly pick up and carry with them. Many were refugees for the second or third, or even the fourth or fifth time, and had practically nothing left anyway, not even money. At night there was little or no shelter from the bitter cold and thousands of charred spots beside the road still tell a mute story of small groups huddling about little fires of grass and twigs, trying to draw into their bodies enough warmth to sustain life. Many were

barefoot, or wore only straw sandals; when gangrene set in, they could go no farther. Food was scarce and prices prohibitive. A large majority began to show signs of malnutrition. Typhus, relapsing fever, and dysentery took an increasingly heavy toll.

"Tens or perhaps hundreds of thousands perished by the roadside. One responsible estimate is that 40 to 50% of the refugees died on the road. Another report, perhaps exaggerated, stated that, between Nan-tan and Tu-shan, 20,000 dead bodies were to be found along each 50 kilometers of the highway. Some were overtaken by the Japanese and many of these saw their men seized for hard labor while they themselves had no choice but to move on.

"Devastation in the path of the Japanese advance into Kweichow was almost complete. Nan-tan and Tu-shan were at least 90% destroyed. Farm animals were wiped out; food supplies were confiscated. And ahead of the Japanese thrust, the earth had literally been scorched beneath the charred bodies of Chinese trucks; we counted 502 overturned and burned wrecks between Nan-tan and Ma-chang-ping - perhaps a sixth of China's dwindling motor transport resources at that time - destroyed in China's darkest moment of the war.

"Among the refugees whom we have characterized as destitute, conditions were found to be beyond description. Some are in "camps"; others are in deserted or half-destroyed buildings, shacks and hovels.

"A 'camp' in Tu-shan may serve as illustration. It was cold and a fine drizzle was falling as we entered a dingy shack with ground dimensions of perhaps 40 to 90 feet. Two hundred eighty refugees, we were told, lived here. Most of them were lying on straw or ragged cotton quilts which barely separated them from the damp earth. Families were huddled together, with barely enough space to step between the pallets of one family and those of the next. Women and children predominated. A few were heating a little food on small improvised stoves; it consisted almost wholly of bean curd whey (tou fu cha), or a little rice. Evidences of malnutrition were evident among nearly all of the occupants of this camp. Thirty to forty percent were seriously ill with typhus, relapsing fever, dysentery, malaria, or gangrene. Trachoma and scabies were all but universal."

To enable people to regain their power of self-support, great stress was of course laid upon the need for economic rehabilitation, and especially the sowing of seeds and repairing of railways. But it was clearly shown that these measures could not be divorced from emergency relief services. Food distribution would be needed before refugees would be able to travel or work for their own support. Workers would have to be transferred to localities where suitable work was urgently needed. Others would have to be housed temporarily in camps nearer to sources of food supply. Institutions would have to be set up for those of the old, the infirm, and the young who had no relatives able to support them. Acute clothing and housing needs would have to be met by a combination of local and extra-local initiative. And registration should be in such form as would facilitate correlation with employment opportunities.

UNRRA WELFARE DIVISION AND THE ILO

Many international agencies have been set up on highly specialized functional lines. Their cooperation is therefore needed if men's many-sided needs are to be adequately met. To this end, they are represented at one another's meetings.

For example, the International Labour Organization has invited UNRRA to send experts to two committees to advise it on items on the agenda for its 1945 conference. To both committees UNRRA has sent Welfare Division members.

One of these expert committees is concerned with the rehabilitation of social insurance funds in liberated countries. Displaced persons will naturally expect the contributions they have paid while working in Germany to be taken into account when calculating the retirement and invalidity pensions to which they are entitled in their own countries. The procedure by which the social insurance funds of the various liberated countries can draw on the German social insurance funds in order to meet these claims, has to be worked out in detail. In this problem the UNRRA Welfare Division shares the ILO's interest, and at the expert committee on this problem the Division was represented by Leonard Marsh of ERO.

Another expert committee is concerned with the welfare of child workers and the training of the children of today to be the workers of tomorrow. This committee has met at Montreal and has been attended by Martha Branscombe from Headquarters.

UNRRA WELFARE COMMITTEE

The Standing Technical Committee on Welfare has had a subcommittee working on "methods of distributing free supplies to resourceless persons". It is hoped that the full report will soon be available. Meanwhile it would not be inappropriate to call attention to two principles that are of course inherent in UNRRA Council resolutions but are here being clearly enunciated for the first time. Both principles are already being applied by governments with which UNRRA is cooperating.

One is that "any person or group of persons who feels that discrimination has been shown in the distribution of relief supplies, has the right to state his case and have it reviewed by the proper authorities." This right of review is calculated not only to quieten the fears of persons in need, but also to give the government an opportunity to explain its policy in case of misunderstanding.

The other is that authorities should "accept as prima facie evidence of need, declarations on the part of individuals that they are resourceless and unable to pay." Thus instead of beginning each case with an investigation of the individual's declaration of need, the authorities would keep in reserve the right to check on these declarations, in the case of persons whom they deemed to be war victims.

COUNTRY MISSION NOTES: GREECE

One of the biggest jobs has been consultation with the Government on the drafting and administration of the first Greek social assistance law. This has been no easy task; for it has involved the fusing of many different elements such as the public assistance principles previously applied by members of the UNRRA staff in their own countries, the custom of administration by committee which the Greek people have themselves formed during the war emergency, and the Greek finance ministry's estimate of the relative social utility of the various relief and rehabilitation objects on which it might spend the proceeds from the sale of relief supplies. Distribution of supplies to persons of low purchasing power has to fit into the general framework of government policy. To establish this

general framework a Joint Policy Committee has been set up, drawn from the Greek government, UNRRA, and the Government's foreign advisers; and the Welfare Subcommittee of this Joint Policy Committee has the UNRRA country welfare director as secretary. In readiness for the coming into operation of the social assistance law, a conference has been held of UNRRA welfare staff from all over Greece; and the UNRRA welfare staff is being strengthened on the public assistance side so that it may be of as much help to provincial administrators as to central policy makers.

In the various regions, the UNRRA welfare people have also been engaged in a thorough survey of the child welfare field, with a view to assisting the Greek government in its projected improvement of child welfare administration.

In addition to consultation, and the prior work of information-gathering that is needed to make consultation a success, the UNRRA welfare staff and the voluntary agency personnel working with them have been associated with many actual operations. The care of refugees at Athens, and help for them in returning home, has been among the biggest jobs of this kind. Arrangements have also been made by which 35,000 children can have 3 weeks in vacation colonies during the summer.

Welfare supplies are tight. Towards the equipment needed for instituting a school-feeding program all over Greece, 20 mass-feeding units have been dispatched from the United Kingdom, each capable of feeding 500 children at each of two sittings. Family cooking units have been requested for the million persons that have been rendered homeless. Shelter is also needed for them before next winter. There have been moments when the milk supply for supplemental feeding for children has run dangerously low. And tents are lacking for the children in vacation colonies.

An arrangement has been made between UNRRA and the Greek War Relief Association by which clothing packages of standard dimensions can be contributed by persons in the United States to persons in Greece. Each package will be big enough to contain a complete outfit and a change of underwear. UNRRA will help procure shipping space, but will assume no financial obligations.

LAY TRIBUNALS

In administering any social assistance or social insurance law, we always come up against the problem of determining whether a particular person comes within the law, and, if so, what award shall be made.

In many countries -- including those from which most UNRRA welfare officials have been recruited -- the main weight of responsibility for discharging this duty is laid upon administrative officials who are members of a national or local civil service. In some of these countries the facts are determined by an investigator and the award is made by a supervisor, whereas in other countries both the fact-finding and the making of the award are the work of an adjudicating officer.

There are however a large number of countries -- including those in which the UNRRA Welfare Division is cooperating most actively -- in which a body of impartial permanent civil servants has not yet been fully or adequately built up in the field of welfare administration. Yet some machinery has to be devised to assure the equitable distribution of basic relief supplies to persons of low

purchasing power. One such piece of machinery is the lay tribunal, to which the central authority delegates the responsibility for determining who shall and who shall not receive free rations or cash assistance.

The composition of such a tribunal raises a very important problem. For the administration of a social insurance scheme, a tripartite committee consisting of spokesmen for insured persons and for management, under the chairmanship of a public representative, would give a voice to the three interests that are most concerned; and in many countries, even with a highly developed civil service, such as the United Kingdom, considerable use is made of such committees, especially in the administration of unemployment insurance. For the administration of social assistance to the uninsured it is an open question whether the same type of representative tribunal should be established. The same three interests are involved; but they do not finance a public assistance system so directly through contributions, and, if they form the committee, it must be on the ground of their special interest in the working of the system rather than as contributors. This special interest is a very real one, since both labor and management are interested in getting people off public assistance and into paid jobs as quickly as possible, and there is also a fair chance of the labor assessor being able to express the point of view of the "consumer" of social assistance or free rations. There seem to be very few examples however of the recipients of public aid being themselves directly represented on such a committee. If a tripartite tribunal is desired, one has a choice between the United Kingdom method of having the central authority choose the labor and management assessors from panels drawn up by organized labor and organized management themselves, and the United States method of giving the head of the state government a free choice.

In many places however, and especially in the field of assistance, an attempt is made to set up an impartial tribunal rather than one that frankly recognizes the existence of divergent interests and then calls upon them to work together. Instead of seeking ways of securing representation for consumers, the government may deliberately avoid the representation of special interests and may seek to set up an impartial adjudicating organ. Such an impartial tribunal might consist of leading citizens, or of professional people who belong to the ranks neither of the employed nor of the employers. It might -- as under a recently enacted law in one area of UNRRA operation -- be composed of the parish priest, a leading layman of the parish, and a teacher if there is one or a gendarme if there is not.

Whatever the composition of the committee, the chance of a citizen receiving fair treatment is enhanced if he is not placed at the mercy of a single committee. One way of imposing some check on the power of a committee is to have two layers of committees -- a grass-roots one to determine the facts and another that is a little less local to make the award. Another way -- and this seems to be indispensable -- is to provide opportunity for a fair hearing on appeal from a lower to a higher committee. Many countries would also wish to arrange for a yet higher appeal to the courts; these might be either the courts of law, or, in most non-English-speaking countries, the administrative tribunals. What matters most however is what is done in first resort rather than what is done at last resort. Although justice demands that the road to the courts be open, everything possible has to be done to make it unnecessary, and the provision of adequate opportunities for complainants to get a fair hearing at the committee level ought to go far to lessen any fear they may have of inequity.

PERSONNEL

The distribution of UNRRA welfare officers among the field missions in June 1945 was approximately as follows: Germany 450, Middle East 18, Greece 14, Italy 17, Yugoslavia 2, European liaison missions 7, China 6, with ^{out} counting locally recruited personnel, voluntary agency teams, and voluntary agency workers engaged in supplementary projects. The Welfare Division staff at Headquarters, regional and area offices numbered about 20 persons, and is now completing its recruiting and planning work.

Dr. Topping has been appointed head of a combined health, welfare, and country missions division in the bureau of operations at ERO. Conrad Van Hyning has been summoned from Headquarters to ERO. Miss Gay Shepperson takes "Van's" place at Headquarters as deputy director of the Welfare Division.

At Chungking the country welfare officer (Donald S. Howard) is being reinforced with five welfare specialists who have been called for: J. Hoffer (Organization and Administration), G. Price (Free Distribution), Mildred Bonnell (Mass Feeding), Bell Greve (Disabled Persons), and Vinita Lewis (Homeless Children).

Fifty-six principal and assistant welfare officers assigned to the German mission reported for duty at Washington during June: G. Beach (WFA), Ruth Bell (American Red Cross), Mrs. Isabel Bergman (ARC), A. Blatch (Community Center, St. Louis), Florence Boester (YWCA, NY), V. Bretoi (U.S. Navy), Mrs. Julia Brown (American Bridge Co. Shipyards), Marnie Bruce (Montreal), Florence Collins (YWCA, Gulfport, Miss.), A. Comaner (Jewish Social Service Bureau, Pittsburgh), J. D'Andrea (U.S. Army), Margaret Davis (Catholic Charities, Duluth), Mrs. Andree Dembitzer (Community Service Society, NYC), Mrs. Matilde DeSilva (Puerto Rico), Beverly Diamond (Dept. Welfare, NYC), Dicy Dodds (Scarsdale Community Service, NY), Lula Elliott (Dept. Social Welfare, NY), E. Falk (State Dept. Public Assistance, Philadelphia), Paula Filpus (Office of Censorship, CPNY, NY), Lidie Fite (War Relocation Authority), Louise Gardner (FPHA, Wisconsin), R. Gordon (Welfare Federation, Newark), A. Handel (State Dept. Social Welfare, Michigan), V. Harshbarger (State Social Security Com., Missouri), Mrs. Margaret Henshaw (Children's Aid Society, Ottawa), Mrs. Berna Holt (Social Assist. Branch, Victoria, B.C.), R. Janks (ARC), Dorothy Jones (YWCA, Cincinnati), F. V. Jones (Natl. Dept. Child Welfare, Costa Rica), Beatrice Kaiser (FWA), A. Kuharich (U.S. Army), B. Landstreet (FPHA, Philadelphia), Virginia Lloyd (Denver Juvenile & Family Court), Anna Lutack (Canadian Army), Mrs. Bernice Madison (OSS), H. Millington (U.S. Army), Mrs. Mildred Mitchell (FPHA, Cleveland), Mrs. Minerva Morris (Columbia Presbyterian Medical Center, NY), Mrs. Rose Morris (Dept. Public Assistance, Philadelphia), V. Payne (WRA), E. Pugh (U.S. Army), Sarah Rhinewine (Jewish Family & Child Service, Toronto), Gertrude Richman (ARC, London), H. Rightor (ARC, Bermuda), J. Roe (State Dept. Public Welfare, Montana), Mrs. Ora Rollow (FPHA, Fort Worth), Mrs. Madeline Ross (Hudson Guild Neighborhood House, NY), J. Rourke (ARC, overseas), Dorothy Ryan (State Dept. Public Welfare, Montana), R. Schmaltz (Cleveland Welfare Federation), Gitta Sereny (OWI, NY), Charlotte Stevenson (Richland Co. Dept. Public Welfare, S.C.), S. Treguboff (U.S. Army), Marie Wallis (Univ. New Mexico), Mrs. Nellie West (Dept. Natl. War Services, Ottawa), H. Wilson (Social Security Board, Colorado).

RESTRICTED

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
Washington, D. C.

Vol. I No. 2

WELFARE DIVISION BULLETIN

1 March 1945

Since certain information in this bulletin is confidential or abstracted from restricted sources, no part of it should be reproduced or communicated without the permission of the Welfare Division of UNRRA.

ITALIAN MISSION

Negotiations on the agreement between the Italian Government and UNRRA have been concluded and formal consummation is expected shortly. Small shipments of supplies have already arrived in Italy. Under supervision of the displaced persons staff of the Mission, several teams of voluntary society personnel, borrowed from the Yugoslav Mission, are working in camps for Italian refugees near Rome. The various members of the Mission staff are working with appropriate personnel of the Italian Government and the Allied Commission in shaping up the plans and procedures of the UNRRA program of assistance in the supplementary feeding of mothers and children.

The major recent activity of the welfare staff has been preparation for and inauguration of a series of field visits to devastated areas. The purpose of these visits was to secure information which would assist the Italian Government and UNRRA in determining: (1) criteria for the selection of mothers and children most in need, (2) methods for implementing a supplementary feeding program for such persons, and (3) plans for the immediate distribution of foods scheduled for early delivery. Information was also sought regarding means by which the supplementary feeding program of the Allied Commission in devastated areas could be extended with the aid of UNRRA foods to include mothers and children for whom assistance is authorized.

Trips were planned to the provinces of Aquila, Chieti, Pescara, Frosinone and Littoria and the cities of Rome and Naples, in all of which there is considerable devastation. The visits into these areas were unofficial, pending signing of the agreement with the Italian Government. Current information about conditions in these areas is necessary for planning immediate operations.

The investigations were directed towards securing the following information: (1) what facilities exist for direct feeding or distribution and how they may be used for carrying out a supplementary feeding program; (2) how programs underway or planned by the Allied Commission, Italian Government and Vatican for the devastated areas are coordinated, and the manner of selecting those most in need of supplementary care; (3) how soon it would be possible to begin operations on a limited basis, expanding the program as additional foods become available; (4) to what special groups should assistance be given first and how should they be selected; (5) what UNRRA staff is necessary to carry out immediate operations for those most in need in the devastated areas, Rome and Naples; what local staff is needed and what provisions will have to be made to assure that the program will go forward; what equipment is necessary and what local foods are available.

Before visiting the provinces, the staff secured names and locations of AC and AMG officials and of representatives of the Italian Government and the Vatican. Detailed guides, schedules and outlines were prepared to assure uniformity in the conduct of the investigations.

ACTIVITIES OF THE WELFARE STAFF OF THE GREEK MISSION

Reports for the first three weeks in January indicate that the welfare personnel have continued their work in support of the Joint Relief Committee [Swedish-Swiss] and other relief agencies concerned with emergency relief and care of hostages, clothing distribution, and survey of and assistance with emergency needs of children and of women prisoners.

Hostages. Reports, later verified, had indicated that many hostages of the ELAS who had been freed by British paratroops in Thebes were experiencing severe hardship on the road back to Athens. Many were without food, shoes, or blankets and lacked clothing. At the initiative of UNRRA, and in cooperation with the JRC, assistance was provided. Using JRC and ML trucks, food and clothing, and vehicles provided by voluntary agencies, the Greek personnel of the Athens Area Office and voluntary agency personnel participated in this work. The hostages were temporarily sheltered in Thebes, given clothing and disinfested, and then transported to the hostage and refugee center in Athens.

The Refugee Center had been organized by UNRRA under the auspices of the Greek Red Cross at the request of the Attica Command and had previously been used as a receiving center. Many of the hostages who came to the Center were sick and unable to walk because of the bad condition of their feet. With supplies and services secured from the UNRRA health staff and the Military, they were given medical care, food, clothing, overnight accommodations and delivered to their homes the following morning.

Clothing. At the request of JRC, the UNRRA welfare staff has taken responsibility for the organization of the Central Clothing Warehouse. A Central Clothing Committee, on which all agencies contributing clothing are represented, has been organized and all agencies have agreed to pool their clothing. The Committee has decided that clothing will be distributed as soon as possible to those persons in Athens who were rendered homeless or who lost most of their personal possessions during the civil war. Proposals were to be considered at a late January meeting of the Committee that (1) clothing needs be determined by committees and (2) distribution be through department stores on a coupon basis. No report of the final decision was available at this writing.

Child Welfare. At the request of the Swiss Red Cross, UNRRA child welfare personnel made surveys of requirements of child care institutions and then scheduled supplies which were delivered from ML and Red Cross stocks. In addition, working through the Ministry of Welfare and the Municipality of Athens, they have made improvements in the administration of institutions. Arrangements were made for the assignment of two UNRRA trained nurses to work with the staff of the Infant Asylum in Athens. They were considerably handicapped by the problem of a completely disorganized staff. The condition of the children was most pitiable and it was evident that some would not survive.

Existing child care institutions are greatly handicapped. Although they receive a basic food ration from the Red Cross, the discontinuance of government subventions and the lack of private contributions made it impossible for them to purchase supplementary foods and fuel and to pay their personnel. At the same time there is a need for additional child care institutions to serve the increased numbers of orphaned children resulting from the civil war, children of women prisoners, and other underprivileged children. Arrangements are being made with the Ministry of Welfare for a

registration and investigation of the children in the Institution for Bombed-Out Children from Piraeus. It is hoped that this registration may result in the restoration of some children to their families and may serve as a model for an expanded registration for all children now being cared for in orphanages as well as for homeless children.

Women prisoners. Several voluntary agency personnel have been assigned to work in a woman's prison, where persons arrested by the governmental and British military authorities were held. There were originally 1000 women in this prison, the number later being reduced to 600. Thirty of the women were thought to be pregnant. There were a number of babies and young children under eight years of age with their mothers in the prison. Many of the women prisoners were concerned about the lack of provision for their children over eight years of age who had to be left at home when the mothers were imprisoned. Prisoners were unsegregated regardless of their physical condition and it was apparent that many were suffering from tuberculosis and other diseases. The women had been furnished with one blanket each, but there were no cots and they slept on the stone floors.

CONDITIONS IN SOME GREEK VILLAGES

During the early part of December several members of the UNRRA welfare, industrial rehabilitation, and displaced persons staffs made trips to six villages and towns in order to survey conditions and gain some first hand knowledge of the needs in these particular areas. The following material has been abstracted from reports by welfare personnel about the trips.

The size of the places visited varied from Larissa which has a population of 30,000 to Tungora which prior to the war had 25 houses and now has five. The Nazi scorched earth policy was evident in all the villages. In Domvrena all but 20 of the 670 houses had burned and in Kalambaka 18 out of 760 remained. The Germans destroyed the stores, burned fields and either slaughtered or took with them the greater majority of the farm animals.

Some food was supplied to the several villages by the Joint Relief Committee and various Red Cross organizations. Each month British troops brought Red Cross food-stuffs from Thebes, the central distribution point for several villages, to Domvrena. The amount distributed to each individual varied from month to month. During November each person was given the equivalent of about 16 pounds of flour and five pounds of chick peas. Four tins of semolina (ground hard wheat) were given to each child and tinned milk was distributed to children under five years of age.

The relief record system in Domvrena was extremely simple. Duplicate notebooks were kept, one for the local Red Cross Committee and the other for the Red Cross representative [apparently of the central office]. The books listed the head of every family in the village and the number of persons in the family, and included the signature of the recipient. The amount each person received was not noted since the same amount was given to everyone. The amount allotted each month had evidently been announced to all the villagers so that they could check individually as to whether they had secured the correct amount.

Although the needs and resources of the several places visited varied, requirements common to all for the reestablishment of some sort of economy were: (1) a system of transport, (2) supplies to make the work of rebuilding possible - timber, tar paper, nails and tools, (3) agricultural equipment, seeds, and animals to carry on farming,

(4) food and clothing, and (5) medical supplies.

It was obvious that few people were adequately clothed. In Tungora although most of the men wore thin moccasins held on by straps, many of the women and children wore no shoes at all.

Many people were reported to be suffering from some illness, chiefly "undernourishment." The children looked pale and many were weak from malaria. Dysentery and typhus were also reported.

The fact that the schools had been closed for a considerable period of time was generally deplored but plans for reopening the schools had not been given any special consideration, within the knowledge of the people seen by the UNRRA party.

In the larger towns there were numerous people in the squares and on the streets with no apparent work to do. All those with whom the UNRRA group talked stated that work was needed to provide income and to restore housing and farming. A considerable number of fields had been plowed and some winter wheat was growing. The farmers had been urged to plant their wheat seed and had been informed that wheat for flour would be provided to replace that used for planting.

In spite of disruptions and suffering, families remained together. The villagers requested only the minimum essentials needed so that they could take care of themselves. They gave the impression of poise, dignity and group solidarity.

VOLUNTARY AGENCY LEND-LEASE IN REVERSE

Arrangements have been concluded by UNRRA and the American Jewish Joint Distribution Committee (JDC) for the temporary loan of a few UNRRA displaced persons personnel to the JDC for work in its program of aid to stateless and other refugees in France. It is visualized that this work will provide valuable direct experience and training for the UNRRA operations in Germany and some liberated countries.

Personnel for this loan will be selected from recruits now held in reserve. UNRRA will continue to pay the salaries and JDC will assume responsibility for the living and travel expenses from the time the people enter on duty with the latter organization. The arrangement with the JDC is made upon condition that the personnel so assigned will be released to UNRRA as soon as operating needs require their withdrawal.

STUDY OF THE COUNCILS OF VOLUNTARY AGENCIES

A study titled, "National Consultative Councils of Voluntary Agencies," Standing Technical Committee on Welfare, TWE(45)13, 29 January 1945, was recently prepared by the Welfare Division. The UNRRA Weekly Bulletin of 7 February 1945, No. 27 included the study, and plans to present the detailed studies of the individual councils in future issues of the Bulletin. If the UNRRA Weekly Bulletin is not available, the studies may be secured from the Welfare Division at Headquarters. Studies, now available, of individual councils are: "New Zealand Council of Organizations for Relief Services Overseas," TWE(45)14, 29 January 1945; "The Council of Canadian Voluntary Agencies Assisting UNRRA," TWE(45)12; and "The Council of British Societies for Relief Abroad," TWE(45)17. Reports of the councils in the United States, Australia and Cairo will be issued shortly.

A supplement to the Italy background report, which was mentioned in the previous

Bulletin, has been prepared by the Welfare Division and is also available. The title of the document is "Background Material for Welfare Planning, Italy, Supplementary Material to Document TWE(45)8" and the number is TWE(45)17.

PERSONNEL NOTES

During the past month the staffing of the Program and Planning Branch of the Division was completed with the addition of Miss Gay Shepperson, Chief of the Branch, and Miss Rhea Radin, Welfare Specialist in the Branch. Miss Shepperson has had a long and distinguished career in social work and comes to UNRRA from the Children's Bureau of the United States Department of Labor where she was Assistant Chief. For seven years, during the depression, she was Administrator for the State of Georgia, of the various work relief programs (Civil Works Administration, Federal Emergency Relief Administration, and Work Projects Administration), being the only woman holding such a position. Following World War I, she worked with the Baltic Commission of the Red Cross. She also served as Chief of the Children's Bureau of the Department of Public Welfare of Virginia, and later of the State Welfare Department of Georgia.

Miss Radin was last with the War Manpower Commission as Chief of the War Industry Employee Services Section. In her previous experience she had worked with the California State Relief Administration.

The other three members of the Program and Planning Branch are Lottie Atkins, Welfare Specialist in Supplies and Requirements, Mrs. Rolla Southworth, Welfare Specialist, and Miss Maude Barrett, Welfare Specialist.

Henry T. Samson, Welfare Officer on the Luxembourg Mission, left Washington at the end of February to return to London. He spent a month in Washington, reporting on the Mission's experiences.

Donald S. Howard, Chief of the Reports and Analysis Branch, has been appointed Chief Welfare Officer in the China Area Office, and is returning to Washington for a short time before proceeding to Chungking.

On 21 December, Miss M. Craig McGeachy, Director of Welfare, and Erwin Schuller (Consultant to the Bureau of Supply) were married in Oxford. Miss McGeachy returned to Washington on 27 February.

During February, 12 members of the overseas staff entered on duty. All of these persons are assigned as Welfare Officers or Assistant Welfare Officers in the Displaced Persons Operation in Germany: Rebecca Dickerson (City-County Public Welfare Department, Dallas, Texas);^{1/} Adelia B. Heiney (Nursery School Specialist, Board of Education, Washington, D.C.); Elizabeth Shurmer (Tremont Service Bureau, Cleveland, Ohio); Ernest Grigg (Bureau of Public Assistance, Social Security Board, Washington, D.C.); Dorothy Pearce (Emergency Maternal and Infant Care Program, Health Department, Washington, D.C.); Ethel Ostry (Canadian Jewish Congress, Toronto, Canada); Martin Sherry (War Relocation Authority, Washington, D.C.); Isabelle Greenfeld (Children's Service Bureau, Brooklyn, N.Y.); Margaret Borland (War Food Administration, Philadelphia, Pa.); Irene V. Page (Lt.--Social Worker--Canadian Army); Lillian Robbins (YWHA, New York City); and Wynona Shepston (Farm Security Administration, Amarillo, Texas).

Two representatives of the Near East Foundation, assigned to UNRRA, reported for

^{1/} The last position held is in parentheses.

duty in the past month. They are Mathias Dietrick, an animal breeding expert, who will work in the Division of Agricultural Rehabilitation, and Ruth Whittemore, physical therapist who will work in the Greek physical rehabilitation project.

The following welfare staff members left Washington for overseas service during February: Viva Bruce and Virginia Trumble (MERRA Camps), Louis Horowitz (Italian Mission), Joan Kain and Harriet Selby (Displaced Persons Operation), and Florence Floore Nutritionist representing the Greek War Relief. Notification has been received that Anne Simmons, Louise Pinsky, Harriet Newhall and Dorothy Lally have arrived in London.

STANDING TECHNICAL COMMITTEE ON WELFARE

The Standing Technical Committee on Welfare, at its meeting on 22 February voted unanimous endorsement of the resolution that had been adopted by the Committee of the Council for Europe on 13 February urging immediate relief for Western Europe.^{1/} The Technical Subcommittee on Welfare for Europe had initiated action on this matter on 10 January when it passed a resolution proposing immediate relief to battle-scarred liberated areas where civilian population was reported to be suffering acute distress. The resolution (CCE/45/7) of the Committee of the Council for Europe stated: "That in view of the grave situation which has arisen in certain liberated areas and urgent need in these areas for special and supplementary relief, that while provision of bulk supplies to countries which do not request financial assistance from UNRRA must be the responsibility of the governments concerned, nothing in the resolutions of the Council should be interpreted as precluding the Administration from providing emergency relief supplies and services for the victims of the war in any liberated area, (1) after consultation with and with the consent of the Government of that area, (2) without prejudice to any large scale operations which UNRRA or any other authority may eventually undertake in that area, and (3) without waiting to make arrangements in advance for repayment of any expenditure incurred." On 26 February the Central Committee authorized the Administration to take the necessary steps to implement the resolution.

Another action of the Welfare Committee on 22 February was the decision to setup two subcommittees which will give consideration to (1) methods by which governments might be informed of the kinds of services the Welfare Division can provide, (2) methods to be used in liberated countries for distribution of free supplies which will avoid segregation or stigma being attached to those persons unable to purchase them because of the lack of personal resources.

Prior to the February meeting of the Committee, the staff of the Welfare Division and the members of the Committee met informally at luncheon. The occasion gave opportunity for members of the Committee and the staff to become acquainted with each other.

^{1/}Detailed reports of the meeting referred to are available from the Secretariat.

See Underway
if Cagran making
old 3
the first meeting place in
mainly left
all agencies
need
last monthly review
last week bulletin
Nov. 95
May 45

WELFARE DIVISION BULLETIN
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
Washington, D. C.

No. 8

1 November 1945

WELFARE: ACTION BY VOLUNTARY AGENCIES

Voluntary welfare agencies in many uninvaded countries have considerable resources at their disposal for purposes of international relief. In the United States, this year's national war fund campaign aims at raising \$115,000,000 of which \$38,500,000 is budgeted for foreign service; and comparable sums will be available in Australia, Canada, the United Kingdom, and other countries.

These voluntary agencies know that the resources made available by United Nations governments through UNRRA are inadequate to meet all the basic needs of liberated countries for the importation of essential goods and services. They recognize that, in any liberated country whose government so desires, there is therefore considerable room for UNRRA supplies and services to be supplemented by voluntary agencies; and they see that if wisely directed such action on their part can be no less basic and no less essential than that of UNRRA itself. Similarly, in temporary communities for displaced persons, they recognize that supplementation is needed for the basic supplies made available by the Allied armies and the basic services made available through UNRRA.

Much supplementation extends to both supplies and services, in the form of the "supplementary service projects" that have been discussed at length in previous numbers of this Bulletin in view of their special importance to health and welfare operations. Voluntary agencies are often in good position to do the pioneering work involved in the setting up of demonstration projects, or for helping a government relieve human suffering during a temporary emergency. The demonstration projects agreed to between the Near East Foundation, the Greek government, and UNRRA, are excellent examples of such supplementary projects. In several cases UNRRA has helped in their initiation by the release of seconded personnel or by the temporary loan of one of its own staff members, as well as by helping make many necessary arrangements.

Funds are in some instances as useful as imported goods and services as a means of getting an important program going. Of this the outstanding example is the agreement for supplementary feeding of children that has been worked out between the Greek War Relief Association, the Greek government, and the Patriotic Foundation for child welfare in Greece. In this case, the government would import basic supplies and equipment through UNRRA; local committees would meet operating costs; and the Greek War Relief Association would pay for locally purchased supplies and for the salaries and travel of a staff of organizers, nutritionists, and field supervisors.

Before developing completely a supplementary project, some voluntary agencies have dispatched a small survey party, at the same time as the first consignment of supplies is sent forward. War Relief Services, for example, named delegates to work out supplementary projects in Poland at the same time as it consigned 200 tons of food to the Polish Catholic Charities. American Relief for Czechoslovakia sent two members of its staff to Czechoslovakia to work out a fuller program for its own action and also to find out the types of program that could well be handled by other United States voluntary agencies; and for

this purpose its delegates were designated as representatives of the American Council of Voluntary Agencies for Foreign Service. In China, time and distance have brought indications that any "survey" groups should stay and themselves initiate operating programs. In Germany, a number of agencies are surveying the best way of bringing permanent help by way of training and re-settlement to such displaced persons as are not repatriated.

The government of one liberated country has requested UNRRA to discuss with American voluntary agencies the most effective way of helping it introduce an emergency and supplementary feeding program for 750,000 children and young persons during the winter months. Discussions have begun between UNRRA and the U. S. President's War Relief Control Board with a view to immediately determining the policy to be pursued in meeting essential needs of this kind with the greatest possible speed and completeness.

Specifics of a voluntary agency project can be worked out only in the field. A firm agreement can be obtained only at London in respect of British agencies and at Washington in respect of American and Dominion agencies.

WELFARE REQUIREMENTS

Requests from Country Missions. Most welfare programs need equipment and supplies as well as personnel for their implementation. These requisites are not always immediately available in the necessary quantities in a country that has suffered badly from the war; and there is often a prospect of a considerable time-lag before local production rises to a point at which it can begin to meet local needs. To help bridge this gap the importation of "welfare supplies" through the medium either of UNRRA or of the voluntary agencies working with it has been found necessary.

In Greece, this process has now reached the point at which the mission has transmitted one inclusive request for all supplies for the first six months of 1946, including a section devoted to welfare requirements. These are listed according to four kinds of program for which they are needed: (1) children's residential institutions, (2) children's summer colonies, (3) home industries, (4) feeding of special groups.

For China, also, tentative lists of requirements have been compiled for the first six months of UNRRA operation. These include nearly 26,000 tons of welfare supplies, on the first half of which procurement has begun. The need for welfare equipment is expected to be heaviest in the opening phase of the China program.

From other countries, welfare requirements have not yet been included in a similar comprehensive requirements program for a six-months period; instead, welfare requests have come singly, as the need for them has become evident. For example, Czechoslovakia has sent a request for equipment for 50 child welfare and feeding centres for 600 each, and 50 day nurseries for 40 each, which are required for rounding out Czechoslovakia's big and expanding program for the post-war rehabilitation of its children.

Sources of Welfare Supplies. Military surpluses constitute a big stockpile from which welfare supplies are being procured as quickly as possible. For example,

Greece has obtained army tents, primarily for children's summer colonies, but also to use in an emergency. It has also obtained some army cooking equipment for use in congregate feeding. A program for supplementary child-feeding is also facilitated by the procuring of stocks of army foodstuffs.

WELFARE INFORMATION

Atlantic City Resolution No. 9 said, among other things, "Continuous cooperation should be maintained and information exchanged between the government...and the Administration." At Montreal, the Technical Standing Committee on Welfare resolved: "That the staff of the Director General prepare a suggested minimum outline for individual country reports in such a manner as to provide current information capable of being put at the disposal of other national authorities and of UNRRA missions concerned with emergency relief problems; and That the social welfare authorities of the member governments assist in the mutual exchange of this information by providing the necessary data." The job descriptions of country welfare directors, and the instruction given to them by the Headquarters and Regional Offices, specify the duty of these UNRRA officers to inform themselves on the welfare programs, especially the emergency welfare programs, of the country in which they are working. The memorandum of understanding with France (18 September 1944) stated that UNRRA was prepared "to supply information regarding experience in relief and welfare activities in other countries to the extent that the French authorities may consider such information helpful."

Although the exchange of useful information is not the principal service that UNRRA can render, it is recognized by the member governments as one of the duties of this as of all other international organizations. Requests for social welfare information have been transmitted by member governments through the welfare officer of the UNRRA mission in China, Czechoslovakia, Greece, Luxembourg, Norway and Yugoslavia. The subjects on which these governments of liberated countries have sought information have included methods of psychiatric social work, child welfare, care of children of working mothers, children's residential institutions, civilian labor camps, the training of handicapped persons, the readjustment of delinquents, industrial welfare, the training of social workers, and the care of children of enemy paternity and United Nations maternity. The information sought by these governments through UNRRA has not been confined to current practice in other liberated countries, but has extended to the social welfare programs and experience of uninvaded countries during the six years 1939-45 during which hostilities prevented the normal exchange of information on which governments rely in their effort to keep abreast of one another in the promotion of social welfare.

From the European Regional Office, UNRRA issued a series of sixteen "Welfare Intelligence Bulletins" between November 1944 and June 1945, giving information on current social welfare developments in European countries. Reports on special subjects - such as care of children in liberated countries - would be attempted if requested and practicable.

At Lapstone, the Technical Subcommittee on Welfare for the Far East suggested that delegates visit the areas for which their governments were responsible, so as to obtain first-hand information concerning relief operations. In accordance with this suggestion the United Kingdom delegate visited Burma and presented to the Ad Hoc Subcommittee on Welfare for the Far East her observations on relief

in Burma during the civil affairs period (Ad Hoc/WTE(45)6 of 28 September 1945), in the hope that this experience might prove useful to other member governments.

PERIODIC REPORTING

If UNRRA's welfare staff is to be kept informed of what it is itself doing, throughout the world, and if proper collaboration is to be developed and maintained between Headquarters and the Field, it is obvious that full and regular two-way reporting is indispensable.

Reports by Headquarters to the Field. Since early in 1945, the Welfare Division at Headquarters has sent to the field a summary of its current activities. At present, this current activities summary is combined with the Welfare Division Bulletin and is issued monthly.

Reports by the Field to Headquarters and Regional Offices. Under ERO Order No. A 120 (27 July 1945), the monthly summary report by the chief of each mission in Europe should contain a section on welfare services, and it may also include as an attachment the monthly report of the chief welfare officer to the chief of mission. At least one copy of this report with attachments (particularly the monthly report of the chief welfare officer) should be sent direct to Washington headquarters by the fastest available means of communication.

These reports are increasingly informative, useful and more current; but there is often considerable delay in their transmission to Headquarters. For example, at the beginning of September, the only complete monthly welfare reports for July received by the Welfare Division were those from the Middle East Office and from the Norway Mission. At the beginning of October, the only complete monthly reports for August were those from Greece, Luxembourg, and Norway. Adequate and current field reports are essential to the work of the Welfare Division at Headquarters, in justifying supply requests, negotiating supplementary projects, and keeping the North American public informed on the welfare aspects of UNRRA operations.

AD HOC SUB-COMMITTEE ON WELFARE FOR THE FAR EAST

The Committee of the Council for the Far East, which met at Washington at the end of September and beginning of October and then adjourned until November, continued the Technical Standing Sub-Committee on Welfare for the Far East on an ad hoc basis for the duration of this Committee of the Council meeting. The Sub-committee again called attention to several of the important points that it had raised during the Lapstone meetings.

One of these was the use of voluntary agencies. It suggested a more determined effort on the part of the Administration to bring recipient governments into contact with foreign voluntary agencies in order that their resources might be more fully utilized.

Another was the preparation of welfare personnel. It stressed the importance of "attitude" as well as "aptitude", and pointed out the advantages of setting up coordinated training facilities in the Southwest Pacific Area and the European Region as well as at Headquarters.

The use of technical standing subcommittees in the post-planning phase was left

to be decided at a future session of the Committee of the Council. The view was expressed that it might be useful to hold a meeting in mid-1946 in order to survey the experience of actual welfare operations, if it proves practicable at that time for member governments to appoint technically qualified representatives for service on the subcommittee.

EDUCATION AND SOCIAL WELFARE

There are a number of points at which schools have proved useful to the work of the Welfare Staff in Missions. Schools are commonly used, for example, as supplemental feeding centres; and at Rome and Naples school activities programs have brought children within reach of this feeding program even during the summer vacation. When more suitable accommodation is lacking, schools are also available in emergencies as centres for self-help projects, as emergency shelter, and as centres for congregate feeding. In camps and assembly centres, schools have proved indispensable as community centres where people of all ages can find opportunities for usefully occupying their enforced leisure; and at the present time many thousands of displaced children are attending school in UNRRA-managed assembly centres in Germany.

In temporary communities, for whose management UNRRA is responsible, UNRRA officers have had to help mobilize the services of displaced persons, the facilities requisitioned by the military, the arrangements made by the displaced persons' own national governments, and the books and other supplies contributed by voluntary agencies, in order that schools and educational opportunities might be available to facilitate the smooth management of the centres.

In countries to which UNRRA sends relief supplies, educational responsibility rests with the government; and the United Nations have not made UNRRA responsible for the rehabilitation of schools or of educational systems as such. A statement inserted in the U. S. Congressional Record (17 April 1944) read: "The Administration does not contemplate undertaking to provide materials or services intended solely for the purpose of reestablishing the teaching process in the schools of the liberated areas. In other words the Administration is not planning either to initiate efforts to procure such materials or services, or to provide any finances therefore." Cables sent to the Missions (25 September 1945) added that UNRRA aid in the field of educational supplies was limited to: (a) Reconstruction, on an emergency basis, of buildings and structures used for educational purpose; (b) assistance in obtaining contributions of funds and supplies from private relief sources; (c) upon request, assistance to the government in procurement of supplies for its own account; (d) supplies of scientific, technical and engineering equipment designed for training or re-training to facilitate relief and rehabilitation projects. By Administrative Order No. 66 (28 June 1945) provision was made for UNRRA assistance to member nations in the training of technical experts in welfare and other technical fields closely allied to UNRRA's program of relief and rehabilitation.

NUTRITION AND SOCIAL WELFARE

Sue Sadow, whose work on public assistance standards at New York is well known, has been working in Italy with the Mission's Welfare Division the best part of a year. From her experience and that of other nutritionists, several ways stand out in which the nutritional expert has been of great assistance in the welfare program.

Whenever UNRRA engages in direct operations on behalf of displaced persons in temporary communities, there is obvious need for a nutritionist to help in the estimating of food requirements, the utilization of rations, and the general administration of the food program. (See also Bulletin No. 5).

To governments with which UNRRA cooperates in the provision of supplies, the nutritionist is available as advisor on basic rations, supplementary rations, and non-rationed necessities, which are together needed to enable people to obtain minimum adequacy, and in all of which the closest cooperation between UNRRA and the government is needed.

When free rations are made available, either uncooked for family use or cooked for congregate feeding, advice is needed to the provincial and local authorities and their UNRRA welfare advisors, in order to make sure that the rations are nutritionally as adequate as supply and transportation will allow.

Whenever foods are imported to which a country is unaccustomed - such as soybeans, dehydrated sweet potatoes, or dry skim milk - acceptability tests have to be made, recipes have to be tried out, educational exhibits organized, and conferences held.

Whenever the operation of a welfare program is limited by lack of the equipment needed for cooking and serving, the programming of welfare requirements for importation by UNRRA or by voluntary agencies needs to be undertaken; and in this too the UNRRA welfare nutritionist is useful to the government of the country.

COUNTRY WELFARE OPERATIONS

China. With the encouragement and active support of the United States Army, relief operations were begun by UNRRA and CNRRA in the Southwest Chinese provinces of Kweichow and Kwangsi during the late spring.

The problem was here posed, on a small scale but in an urgent way, of devising administrative means for bringing emergency relief to war victims. At that initial stage of the organization of the Chinese National Relief and Rehabilitation Administration (CNRRA), valuable help was obtained from voluntary agencies, both Chinese and foreign; and UNRRA personnel found themselves helping in a "community organization" kind of job, mobilizing whatever resources were available in China for the doing of the actual operation.

Out of this experience has come a plan for organizing a small number of relief and rehabilitation spearhead work teams, to initiate emergency measures and survey long-term needs during the interval before the CNRRA program gets under way. A typical team would include two relief officers and two medical officers; of these, one or two, and an interpreter, would be provided by UNRRA, while others would be sought from voluntary agencies. Local personnel would be drawn on fully and promptly. The military would be asked to help with transportation. Funds would come partly from CNRRA and partly from voluntary agencies.

Attention has also been given to the long-run building up of CNRRA personnel. Practical field experience has been provided for professors and students in this Kweichow operation, and an orientation program has been organized for instructors at Chungking, as part of the process of training Chinese personnel for participation in the emergency relief operation. Training material has been developed. CNRRA has requested UNRRA to pay the transportation back to China from abroad of

60 Chinese citizens trained in social work, nursing, and medicine; and it has requested UNRRA to give funds for technical training for twelve Chinese welfare specialists.

A large proportion - perhaps as many as two-thirds - of the welfare workers recruited by UNRRA are expected to serve with CNRRA, engaging in association with Chinese colleagues in the organization of actual relief operations and the training of large numbers of operating and administrative personnel. Thus, one of the principal tasks of UNRRA welfare personnel will probably be to help in the building up of appropriate administrative machinery for carrying out the United Nations policy of getting imported relief supplies equitably distributed, and bringing them within reach of all war victims regardless of their purchasing power.

The problem of displaced persons presents itself differently in China than in Europe, because nearly all who are displaced in China are displaced in their own country, whose government is responsible for their welfare. Any care that they need will therefore be provided within the framework of CNRRA.

Italy. A big change is occurring in UNRRA operations in Italy. This has hitherto been the only country in which UNRRA aid has been explicitly confined by the Council to certain clearly defined purposes; and, since one of these limited purposes has been "care of, and welfare services for, children and nursing and expectant mothers", the role of the welfare staff has hitherto been much greater in proportion to the whole UNRRA program than in any other country. The Allied military have hitherto remained responsible for the supplies needed for enabling the Italian government to make basic rations available. In order to ensure equitable distribution of supplementary rations among limited categories of persons, the welfare staff has advised the governmental authorities on the geographical allocation of UNRRA supplies to the provinces and localities that have been most affected by devastation and by the breakdown of transportation; and it has also given its help and advice in enlisting the collaboration of a wide range of Italian agencies, both governmental and voluntary, in setting up suitable machinery at all levels for getting supplementary food to these special groups on an impartial basis.

The expanded program, which apparently transfers to UNRRA the responsibility hitherto discharged by the Allied military for helping the government meet "the urgent needs of the Italian nation", may be expected to be principally concerned with basic rations and with industrial rehabilitation supplies. It is still uncertain to what extent this widened responsibility will necessitate increased welfare action in order to ensure that all classes of the population, irrespective of their purchasing power, shall receive equitable shares of basic as well as of supplementary rations. What is certain is the continued expansion of welfare action along lines already projected during the earlier phase of limited responsibility. The chief developments within this already established framework of welfare services may be expected to be a continual improvement of the organization for allocation and equitable distribution and closer integration with other community services, as well as the broadening of geographic range so as to meet the needs of some 2,000,000 children and mothers in more than 90 provinces instead of the 500,000 in 45 provinces that had been reached up to the end of August.

Greece. Further progress has been made in the putting into operation of the new Greek "public assistance and welfare centre" decree. A circular from the Ministry of Welfare has authorized the actual organization of local welfare centres. A decree on the determination of need had been published. Application forms have been printed. The prospect of public assistance for needy families has broadened

the possibility of placing homeless children in families, thus relieving the pressure on children's residential institutions. The European Regional Office has agreed to the usefulness of having an UNRRA welfare officer assigned to each province during the initial phases of the new program. The chief of mission in Greece has stated (1 September 1945):

The Government has invited U.N.R.R.A. to provide one (non-voting) member on each Welfare Center Committee. This demands a large increase in the staff of the Welfare Division; but in view of the importance attached to the successful execution of the Public Assistance scheme, the increase has been approved by Mission HQ and by ERO, and new staff are already being recruited. These new Field Welfare Officers will therefore be primarily concerned with Public Assistance, and other welfare matters. It has always been recognized however that U.N.R.R.A. as a whole could only accomplish its mission if it had representatives throughout the country to keep close observation on the distribution of the various supplies and equipment provided by it, and to report when the plans agreed at Mission and Regional HQs were not being carried out. It was clear that no one Division could afford such officers, though all had equal need. The solution may now be found in the Field Welfare Officers. They will in fact act as general observers in the provinces on behalf of all Divisions of the Mission....Thus they should become an invaluable part of the Regional organization as the eyes and ears of the Director and his staff, and a constant check on local errors and misunderstandings.

Principal responsibility for child welfare has been laid by the government on the Patriotic Foundation (PIKPA), which has taken over much of the work developed by the Swiss Red Cross Mission during the occupation. Its arrangements with the Greek War Relief Association for expanding and systematizing the child-feeding program have already been described. Summer vacation colonies this year served 65,000 children, of whom 30,000 were from the Athens area; the Australian Red Cross helped generously in the provision of tents; and several hundred army surplus tents have been acquired for 1946.

PERSONNEL NOTES

Miss Craig McGeachy has been in Europe since the Council meeting. Deputy Directors of the Welfare Division are Charles Alspach (formerly Displaced Persons representative in Europe) at Headquarters, in the place of Gay Shopperson, who has resigned, and George W. Rabinoff (formerly Assistant Director of Jewish Charities at Chicago) at the European Regional Office, in the place of Conrad Van Hynning who has been transferred to the Displaced Persons operation. Sir George Reid, formerly Deputy Director of the Welfare Division at ERO, has written a comprehensive "Report on an inquiry into the provisions made for displaced persons in Germany".

Ronald Berger, assistant deputy director of the Welfare Division at ERO, has been appointed chief country welfare officer in the mission to Poland.

Donald S. Howard is Acting Director of the Bureau of Services in the China Office. To 15 October 1945, Chungking had requested 134 welfare officers for CNRRA lines and 68 for UNRRA's China Office. The personnel division has a representative at London to recruit welfare persons and others for work in China on the completion of their work in Europe.

REPORT OF HARRY GREENSTEIN ON LONDON MISSION

Arrived in London on Friday, March 10th and returned to the United States on Sunday, April 9th. During this four week period I was occupied with the following matters:

MEETINGS WITH MEMBERS OF TECHNICAL WELFARE COMMITTEE

Arranged individual appointments with members of the Technical Welfare Committee and with other representatives of the member Governments of the Council for Europe. These meetings made it possible for me to interpret the program of the Welfare Division and to secure valuable information on the welfare plans of the Governments in Exile. Listed below are the names of the individuals with whom I met:

<u>COUNTRY</u>	<u>NAMES</u>	
Belgium	Monsieur C. Bastin	Technical Welfare Comm. Member of the Central Welfare Committee and and Director of Services for Belgium refugees in London.
"	Monsieur G. Stadler	Alternate
" "	Lieut. J. R. A. Collins	Belgium Dept. Emer- gency Relief Work.
Czechoslovakia	Prof. M. V. Ambrose	Member Technical Welfare Committee. Ministry Social Welfare
"	Jan. Masaryk	Foreign Minister
"	Dr. Alex Kunosi	Commissioner of Re- patriation
Greece	A. A. Ganides	Greek Ambassador
"	Dr. A. P. Cawadies	Member Technical Wel- fare Committee. Head Greek Red Cross in London
"	Mr. Varvaressos	Minister of Finance, dealing with relief problems.
Netherlands	Monsieur G. Ferwerda	Member Technical Wel- fare Committee. Commissioner of Re- patriation.
"	Lieut. DeJong	Head of Relief Office, Dutch Ministry.
"	Mr. Brander	Member Dutch Welfare Committee
"	Mr. Van den Temple	Minister Social Affairs
"	Baron B. Ph. Harinxma thoe Sloten	Former Ambassador to Belgium. At present Chairman Netherlands Red Cross.

<u>COUNTRY</u>	<u>NAME</u>	
Netherlands (Contd.)	Dr. W. Huender	Member Netherlands Foreign Office and head of section dealing with UNHRA.
"	Paul Rykens	Member Dutch Privy Council
Norway	Dr. A. Sewerlin	Member Technical Welfare Committee. Asst. Surgeon General Norway.
"	Dr. J. Caspersen	Deputy Surgeon-General Norwegian Public Health Service
"	Dr. Evang	Surgeon-General "
Poland	Wladyslaw Zulawski	Member Technical Welfare Committee.
"	Jan Kwapinski	Deputy Prime Minister Poland
United Kingdom	Sir Arthur Rucker	Member Technical Welfare Committee
United States	Miss Frieda S. Miller	" " "

Canada and the Soviet Union have notified the European Regional Office that they do not desire representation on the Technical Welfare Committee. Replies have not yet been received from the Committee of National Liberation of France; Iceland; Brazil and Luxemburg.

MEETINGS WITH BRITISH VOLUNTARY SOCIETIES

Held many conferences with Lady Falmouth, Vice-Chairman and W. D. Hogarth, Secretary of the Council for British Societies for Relief Abroad. They were exceedingly helpful in many ways, and furnished me with much information on the organization and the operation of the British Voluntary Societies.

Also met with representatives of the Y. W. C. A.; Jewish Committee for Relief Abroad; Save the Children's Fund; British Red Cross; International Voluntary Service for Peace; British Friends Service Committee; Women's Voluntary Services; National Council for Social Service.

The British Voluntary Societies have been actively engaged in organizing teams for service in the Balkans. (See attached memorandum for details) Each society appoints its own team leader. There is no mixing of teams except where a society is unable to recruit sufficient workers from its own organization to complete its team quota.

The British Societies do not as a general rule pay fixed salaries to their workers. Only a small amount of pocket money is given. In case of need, family or dependant allowances is provided; assistance is also given for continuing liabilities such as premiums on insurance policies.

Each society makes its own financial arrangements with individual workers, which varies according to the private circumstances of the worker. In only one or two cases, notably the British Red Cross, is compensation paid which approaches a professional standard of pay.

No formal contracts have as yet been entered into between Unrra and the British Voluntary Societies. It is contemplated that after the "Conditions of Service" now being formulated by the British and American War Departments have been approved, there will be an exchange of letters between Unrra and the voluntary societies, each agreeing to be bound by these Conditions.

Attached herewith is a listing of the qualifications of the members of the teams of the Y.W.C.A.; the British Friends Service, and the Jewish Committee for Relief Abroad. which will give some idea of the background and experience of workers now being recruited for service in the Balkans.

JOINT CONSULTATIVE COMMITTEE

Unrra, in its European Regional Office, exercises no control or supervision over personnel standards and the qualifications of workers enrolled by the British Voluntary Societies. The Council of British Societies for Relief Abroad, and its member agencies are unwilling at this time to permit Unrra to evaluate or to have final approval of personnel recruited by them.

As a first approach in bringing about some participation by Unrra in helping to develop adequate personnel standards, I have recommended that there be set up a Joint Consultative Committee to be composed as follows:

Representatives of Unrra

Representatives of the Council of British Societies for Relief Abroad

A representative of the Relief Dept. of the Foreign Office

A representative of the British Military Authorities..

The Chairman to be appointed by Unrra.

This proposal has met with general approval and has been endorsed by the Administrative Council of Unrra. This committee should be helpful not only in improving the quality of workers enrolled by the voluntary societies but should also provide a much needed channel for discussion of mutual problems between Unrra, the voluntary societies, the Relief Department of the Foreign Office and the British military authorities

Attached herewith is a copy of a letter from E. Hall-Patch of the Relief Department of the Foreign Office, expressing the hope that the creation of this committee will serve the purposes in mind.

TRAINING

Second only in importance to the selection of competent personnel is the development of an adequate training program for workers enrolled by Unrra, the voluntary societies, and the Governments in Exile. Courses for relief work abroad are now being given in England, but without regard to any general plan. The British Council (an affiliate) of the British War office, and not to be confused with the Council for British Societies for Relief Abroad) at the request of the Governments in Exile have been conducting training courses since 1942 for nationals of the occupied countries in Europe. 50% of the cost is paid by the British Council and 50% by the Allied Governments. Two types of courses are given, one a full time course running five days a week for a period of four months, and the other a twelve week course, two evenings a week.

Training courses are also given by the following British Voluntary Societies: The Girl Guides; Jewish Committee for Relief Abroad; British Friends Service; the Y.W. C. A., the British Red Cross, and the National Council for Social Service.

(Attached herewith is a description of some of these courses)

Copy

Foreign Office, S.W.1.

2nd April, 1944.

Dear Mr. Greenstein,

When you called on me on March 23rd, you were good enough to explain the discussions you had had unofficially with the Council of British Societies for Relief Abroad in connexion with the possibility of setting up a Joint Consultative Committee at which UNRRA and C.B.S.R.A. representatives could discuss the plans and problems which concern the voluntary societies in the UNRRA programme for the Balkans, with special reference to qualifications and standards of personnel.

I have been in touch with the military authorities on this subject and I am glad to tell you that they will be happy to give all the assistance they can to the Joint Consultative Committee you suggest by sending an observer to the first meeting of the Committee so as to establish contact. It will then be possible, through the observer, for the Committee to obtain such guidance as they may require from the military authorities.

In accordance with the tentative agreement we reached on March 23rd, I am now writing to Sir William Goode of the Council of British Societies for Relief Abroad, saying that I understand that unofficial discussions have already taken place between you and certain representatives of the C.B.S.R.A., and that as far as the Foreign Office is concerned, we see no objection to the formation of the Committee proposed, provided that it is to act in a purely consultative and advisory capacity and is in no way to be considered as a body with executive powers.

I trust that the setting up of this Committee will serve the purposes you have in mind, and I shall be glad to learn if there is any way in which the Foreign Office can further assist in this particular work.

Yours sincerely,

(Sgd.) E. L. Hall-Patch.

Harry Greenstein, Esq.,
U.N.R.R.A.

JEWISH COMMITTEE FOR RELIEF AND REHABILITATION

List of Courses and Lectures

Course: BACKGROUND OF JEWISH COMMUNITIES OF EUROPE

- "The Political Conditions of the Polish Jews" - Dr. I. Schwarzbart
- "The Economic Conditions of the Polish Jews" - Dr. Ladis
- "The Cultural Conditions of the Polish Jews" - Dr. Markin
- "The Economic and Political Conditions of Czechoslovak Jews" - Dr. Zelmanovitz
- "The Cultural Conditions of Czech Jews" - Rabbi Stransky
- "The Cultural Conditions of German Jews" - Mrs. Reichmann
- "The Economic Conditions of German Jews" - Dr. Loewenthal
- "The Conditions of Austrian Jews" - Dr. Felix
- "The Religious Conditions of the Jews in Europe" - Dayan Dr. Grunfeld

Course in YIDDISH LANGUAGE given by Mrs. R. Doniach

Conference: DAY CONFERENCE HELD IN LONDON ON 2nd May, 1943

- "Nutrition" - Miss Margery Abrahams
- "The Psychological Aspects of Relief Work" - Dr. E. Miller
- "The Experiences of a Relief Worker" - Miss Pys
- "Camping" - Miss Marjorie Raphael
- "Survey of Relief Work" - Dr. R. N. Salaman
- "Medical Relief" - Dr. Sorsby

Camp: ONE WEEK CAMP HELD AT TRING FROM 18th to 22nd August, 1943

- "Camp Craft" - Miss Stewart Brown
- "Relief Work in Spain, France and Mexico during the Spanish Civil War" - Miss Nan Green
- "Relief Work in Central Europe" - Mrs. Emma Freundlich
- "The Problem of Displaced Populations" - Miss Barbara Bracey
- "Machinery of Relief" - Mr. W. D. Hogarth
- "The Work of the American Office of Foreign Relief and Rehabilitation" - Mr. Richard E. Funkhouser
- "The work of a Citizens Advice Bureau and its Relation to Relief Work" - Miss Nancy McKinnon
- "Relief and Agriculture" - Dr. Walter Russell
- "Nutrition" - Miss Margery Abrahams
- "Tuberculosis" - Dr. M. Daniels
- "Malaria" - Dr. M. Feale
- "Typhus" - Dr. L. Schuman
- "Medical Rehabilitation of the Sick and Injured" - Miss Olive Bloch
- "Sex Problems in Relief Work" - Dr. I. Feldman
- "The Jews as a Race" - Dr. R. N. Salaman
- "Psychology of the Refugee and the Internee" - Mr. Eljahu Blum
- "Points of View" - a group of volunteers

Practical Work included all aspects of Campcraft, Sanitation systems, construction of Field Kitchens and Field Cookery, Relief Experiences and Cross-country Tramps.

Conference: WEEKEND CONFERENCE HELD IN LONDON FROM 17th to 19th September, 1943

- Study Groups on Food and Medical Relief, Administration etc.
- "Relief Work in North Africa" - Major Carter
- "Machinery of Relief" - Mr. W. D. Hogarth
- "Post War Jewish Problems" - Professor S. Bradetsky

Course: BASIC TRAINING, HELD AT WEEKENDS FROM 1st November, 1943 to 20th February, 1944.

- "Organisation of Relief" - Mr. Leonard Cohen
- "Medical Aspects" - Dr. B. Sandler
- "Human Relations" - Mr. R. Keane
- "Experiences from Internment Camps" - Dr. Zander
- "Nutrition" - Miss M. Abrahams
- "The Warsaw Ghetto" - Mr. Warszawski
- "Temporary Communities" - Mr. David Tait
- "Conditions in Yugoslavia" - Mr. Felix Singer
- "Recreation for Young People" - Mr. J. Evans
- "Better Life" - Mrs. B. L. Q. Henriques
- "Host Centres" - Miss M. Powncey
- "Relief Work in Spain" - Mr. W. Begert
- "Visit to Youth Hostel in Leatherhead"
- "Hygiene" - Dr. B. Sandler
- "Social Aspects of M.D." - Miss B. V. Manches
- "Survival in Europe" - Dr. G. Bourne

'Conditions in Greece' - Dr. Lambiris
 'Economic and Social Background of Continental Jewry' - Mr. S. Adler-Rudel
~~XXXXXXXXXXXXXXXXXXXX~~
 'Religious Background of Central European Jewry' - Dayan Dr. Grunfeld
 'Administration of a Refugee Camp' - Dr. Audrey Russell Ellis
 Film Show: Medical and Nutritional Subjects
 'Medical Relief' - Dr. M. Daniels
 'Jewish Religious Observances and Practice' - Dayan Dr. Grunfeld
 'Religious Background of Eastern European Jewry' - Rabbi A. M. Babad
 'Hillating in Houses and Dormitories' - Mrs. Gearnell Lenn
 'Camp craft' lecture and demonstration - Miss Stewart-Brown
 'Occupation and Entertainment of Adults' - Miss L. Butcher
 'Child Guidance Clinics' - Miss Hicklin
 'Experiences with Orphan Pioneer Camps' - Dr. Claister
 'Scabies and other Infectious Skin Diseases' - Dr. M. Florentin

Course: FIRST AID AND BANDAGING

Course: HOME NURSING

Odd Lectures:

'Youth Aliyah' - Mrs. Eva Michaelis Stern
 'Polish Ghettoes' - Mr. E. Warszewsky
 'Experiences with European Refugees in Spain and Portugal' - Mr. F. Lichtenstein
 'Liberal Judaism on the Continent' - Rabbi Dr. van der Syl

Demonstrations: Catering for numbers - Miss M. Abrahams

Visit to the Yiddish Theatre

Various courses organised by other societies attended by some volunteers:

Hygiene and Sanitation
 Social Welfare and Rehabilitation
 Dietetics
 Social and Cultural Background of Greece

Second Unit

MISS H.G. POLE.

Age 48.

Present Position:

Y.W.C.A. Leader Organiser, Newport, S. Wales.

Education:

Private Schools in England. Year in Stuttgart.
Girl Guides and Y.W.C.A. Training.

Other Experience:

V.A.D. 1914-18. Girl Guide Commission. Commandant
Lord Mayor's Camps for blitzed mothers and children.
Ran canteens and mobile clubs.

Languages:

German and French.

MISS LILIAS GRAHAM.

Age 27.

Present Position:

Y.W.C.A. Club Leader, Stranraer.

Education:

England, Paris, Vienna. Short Domestic Science Course.

Other Experience:

Assistant housekeeper evacuee Hostel. Cook-sergeant
in A.T.S. Camping with Girl Guides.

MRS. E. ROAD. (Czech by birth, British by marriage).

Age 27.

Present Position:

Superintendent of War-time Nursery.

Education:

Social Science Degree Prague 1938. Mental Health
Diploma, London School of Economics 1940.

Other Experience:

Work with refugees from Germany in Prague. Child
psychology work with children in nursing and play
centres and settlements.

Languages:

German, French, Czech.

(Seconed Unit, cont).

MR. A. ROAD.

Age 24.

Present Position: Civil Defense.

Education: Highgate School, Cambridge. Modern & Mediaeval languages. Tripos.

Other Experience: Community Centres, Evacuee Settlements. L.C.C. Play Centres. Welfare in Civil Defence Units.

Languages: German, French, little Russian.

MRS. HAWTHORNTHWAIT.

Age 37.

Present Position. Y.W.C.A. Centre, Tyneside.

Education: Darwen Grammar School. Bingley Training College. Kept up languages at Technical Institute.

Other Experience: Taught until marriage. Billeting Officer W.V.S. Guide camping, War Savings. Amateur dramatics and operatic societies. Occasional survey work for B.B.C.

Languages: German, French, Italian.

11 Portland Place,

London, W.1.

17th February, 1945.

A.22

For the Attention of Miss McGeachy

Dear Mr. Jackson,

UNRRA Relations with Voluntary Societies

Since the despatch of my two letters on this subject of today's date, I have just received the enclosed communication from the Secretary of C.B.S.R.A. on the subject of the UNRRA "flash," which I hasten to forward to you.

Yours sincerely,

(Sgd.) Dudley Ward

Mr. Hugh R. Jackson
U.N.R.R.A.
Washington.

COPY

C.B.S.R.A.

16th February, 1945

Dear Ward,

In my letter of the 8th instant about the draft conditions of service outside the military period, I said that a separate communication would follow on the subject of the UNRRA flash.

This matter has been considered once again by the Council, who have asked me to write to you in the following sense.

The Council wish firstly to reaffirm their desire and intention of giving UNRRA all the assistance which it may request and which it is in their power to supply. They wish further to record their real sense of distress at finding themselves in the apparent position of differing from UNRRA on a matter of principle.

They are anxious to try to explain once more in the clearest terms the reasons for their difficulty about the flash, since they feel that they cannot have succeeded in making those reasons fully understood.

The British voluntary societies have always assumed that if they provided organised teams or units for a relief service directly administered by UNRRA, their status would be that of independent organisations cooperating with UNRRA under the terms of a specific contract. To use a military analogy, they have assumed that in offering to provide UNRRA with organised teams or units, they are offering, not drafts for enrollment in the UNRRA Army, but contingents for service alongside that army and under the operational control of its chiefs; and that however closely the two forces may be interlocked in practice, in principle they remain independent.

Therefore it seems to the voluntary societies that a request that their own forces should wear the badge "UNRRA" cannot properly be advanced on grounds of principle; that the matter can only be dealt with on the basis of practical expediency; and that the solution to be reached must be one which avoids serious difficulties for either party.

The difficulty of the flash "UNRRA" for the voluntary societies is not caused by any failure in their part to appreciate UNRRA's predominant position in relief work. It is caused by the strongly held conviction of the voluntary societies that a private organisation cannot merge its identity with a governmental organisation without producing a confusion of loyalties and responsibilities. The letters "UNRRA" denote the official relief administration set up by the Governments of the United Nations. It seems to the voluntary societies that a person wearing those letters on the sleeve of his uniform must inevitably appear to the public to be an agent of that Administration and bound in his official capacity by all its acts and policies. If he also wears on his sleeve the badge of his own voluntary welfare organisation that body becomes automatically associated in the eyes of the public with the official relief

Administration and with all its acts and policies. Where a private organisation loans to UNRRA individual workers who become to all intents and purposes members of the UNRRA staff for the time being, no such difficulty need arise, since the individuals concerned would not be acting in any sense as the agents of their societies, and in such cases British voluntary societies would usually prefer that individuals so loaned to UNRRA should simply wear the UNRRA uniform and flash without the badges of their own societies.

Nothing in the foregoing paragraph should be taken to imply any intention to reflect adversely upon UNRRA or its policies; to do so would be very far from the wishes of the Council. It is emphasized most strongly that the Council regard this paragraph simply as a statement of a fundamental policy applicable generally to cases of co-operation between a voluntary organisation and a governmental agency.

The Council fully recognise that in certain conditions of work it may be essential to have a common flash identifying all personnel engaged on a particular UNRRA operation. They would like to renew their suggestion, first made several months ago, that a flash bearing some such words as "civilian relief" would meet this need. Possibly UNRRA personnel might also wear the flash?

The Council most earnestly hope that the foregoing explanation of their attitude may be sympathetically considered, and that some solution along the lines proposed by them may prove acceptable. They wish me to conclude by assuring you once again of the sincerity of their desire to cooperate with UNRRA in its great and formidable task and of their willingness to place their forces under UNRRA's operational control for the services covered by the draft memorandum of conditions now under discussion.

Yours sincerely,

(Sgd.) W.D.Hogarth

Dudley Ward, Esq., C.B.E.,
U.N.R.R.A.

ERO
October 1944

WELFARE DIVISION - ERO, LONDON

TRAINING SCHEMES ORGANIZED BY VOLUNTARY SOCIETIES

1. Council of British Societies for Relief Abroad

Three training courses have been arranged for leaders of relief parties. The courses were residential and were held in London.

Lectures on the following subjects were included in the 10 days course.

- 1) General Survey of Army Civil Affairs Administration
- 2) Administrative Services of the Army
- 3) Lessons of Relief Work in N. Africa
- 4) Europe - Rural Co-operative movements
" Politics and Administration
" Social Influences of Organized Labour
- 5) Yugoslavia (2 lectures)
- 6) Greece
- 7) France and Belgium (2 lectures)
- 8) Elements of Hygiene, Protection for Relief Workers
- 9) Principles of General Medicine Relief Work.

Discussions arising out of the lectures were held throughout the period.

COBSRA also arranged for trainees to attend the hygiene courses organized by the R.A.M.C. These courses were of 7 days duration and opened with a lecture giving a general review of hygiene and sanitation, followed by a series of detailed lectures which I have summarised under 5 headings.

- (1) The causation of disease, communicable, and non-communicable; excremental, and insect-borne diseases, droplet infections, malaria, typhus, rabies and snake bite.
- (2) General survey of water supplies, purification, storage and distribution of water, the disposal of waste matter, latrines, etc.
- (3) Nutrition, food and clothing; storage, preparation and issue of food; cookhouses.
- (4) Disinfectation; disinfection. Provision of baths and clothes washing. Flies, fly control and fly-proofing. The mosquito (history; methods of destruction).
- (5) ~~Personal hygiene in tropical~~ temperate and cold climates. Clothing and accommodation. Effects of heat, heat exhaustion, heat stroke. Effects of cold, frost bite, trench foot.

A period of revision was given on Saturday morning and films were shown on the housefly, the louse, the mosquito and scabies.

Altogether a total of 97 trainees attended the three courses, consisting of students from various societies affiliated to C.O.B.S.R.A.

2. The Friends Ambulance Service and the Friends Relief Service

These two organizations are responsible for extensive training courses including an initial period of 7 weeks for physical and mental training, followed by various courses of 3 to 9 months duration in

- 1) Medical training
- 2) cooking and catering
- 3) driving and mechanics
- 4) building and constructive work.

Conscientious objectors are allowed to take up this work as a condition of exemption from military service..

Courses on continental relief are run at the Friends Emergency Relief Centre at which 12 week courses are devoted to the care of the homeless; emergency accommodation, cooking, sanitation and hygiene; emergency medical work; the problems of panic evacuation, and refugees; camp management and advice services; spiritual, cultural and political background of European countries; the learning of languages.

A one week's residential course was organised in August 1944 on the "Care of Displaced People". 23 trainees attended, some from other organisations, among them people of French, German and Greek nationality.

The course consisted of lectures on the following subjects:

- 1) The needs to be met on the Continent
- 2) The Quaker basis of relief
- 3) Psychological Problems in Refugee Camps
- 4) Historical and Contemporary Survey of the Problems of Displaced People
- 5) UNRRA and the organisation of relief
- 6) Quaker experience in relief work.
- 7) Administration in temporary communities
- 8) Hygiene and Sanitation
- 9) Emergency feeding
- 10) Information services
- 11) Occupations and welfare
- 12) The Relief Worker: suggestions for future self-training.

Language groups were held every day, and one day was devoted to practical work and there was an opportunity for comments and reports.

The trainees helped in house duties.

3. "Save the Children Fund" and "Jewish Committee for Relief Abroad," and "Catholic Committee for Relief Abroad."

These three organizations ran a joint training camp at Tring, Herts, from August 18th to August 27th 1944.

(a) The following general lectures were given:

- 1) Introductory address
- 2) Political Background to Europe
- 3) Work of Inter-Governmental Committee for Refugees
- 4) Possibilities of International Relief
- 5) Work of Youth Aliyah

(b) Specialist lectures

- 1) Feeding of Children in Emergency Conditions
- 2) Infant Welfare Centres
- 3) Common Child Ailments
- 4) Remedial Exercises
- 5) Moral Welfare Problems
- 6) The Orphan Child
- 7) Play and occupation for children
- 8) School Meals Service
- 9) Behaviour Problems

A Discussion, a Brains Trust, and a demonstration of toy making by an N.F.S. instructor completed the course. $1\frac{1}{2}$ hours each morning was spent in Camp jobs.

4. Red Cross Society.

A week's training school was held in July, 1944 attended by about 30 trainees, among whom were 8 or 10 members of the American Red Cross. The trainees lived in an Infant Welfare Centre in West London. This was one of many similar courses run by the Red Cross Society.

The course was made up of:

(a) lectures,

- 1) Famine Relief
- 2) Medical Side of Relief
- 3) Experiences and Lessons of El Shatt Camp, Middle East
- 4) Feeding of Refugees and Milk Distribution
- 5) War Organisation of the Red Cross and St. John
- 6) Personal Kit
- 7) Royal Society for Prevention of Cruelty to Animals
(attendance voluntary)
- 8) Civil Affairs
- 9) Displaced Persons
- 10) Relief of Displaced Persons
- 11) Existing French Relief Organisations
- 12) Talk by Viscountess Falmouth, (Chairman Red Cross, U.K.)

(b) visits to

- 1) Medical Baths of the Royal Borough of Kensington
- 2) The Army School of hygiene at Aldershot
- 3) The Army Cooking Centre
- 4) The Day Nursery of the Royal Borough of Kensington

(c) an Exercise on the Organisation of a Blitzed House as a reception centre for refugees, followed by criticisms and suggestions by trainees.

5. World Student Relief

A Summer Conference was held at Bristol from September 6th to 11th, which included addresses on the following subjects:

- 1) A Forecast of Post-War Student Problems in Europe
- 2) The Machinery of Relief and Rehabilitation
- 3) The task of World Student Relief in China
- 4) The organisation of appeals, in the universities and colleges of Gt. Britain.

Two training courses were held, one in September 1943 and one in April 1944 and were attended by most of the men and women registered on the W.S.R. panel of post-war student relief workers. The object of the training courses was to familiarise the potential workers with the history of student relief work in Europe and the main university systems of the continental countries - France, Germany, Czechoslovakia, Poland and Scandinavian countries, and to point out the differences between these and the British university system. All candidates were urged to take basic training courses in first aid with the large societies like the Red Cross. There are no further details available in this office of the syllabuses of the training courses.

6. Guide International Service

Girl guides are by the nature of the service, trained people, but the G.I.S. organised a series of test training trips for volunteers during August and September.

(1) Two advanced mobile training trips from August 25th to 29th, and August 29th to September 5th, their object being to train and test character, initiative, adaptability, staying-power, individual powers of leadership and ability.

The parties consisted of experienced volunteers, who toured hilly country in the Lake District, moving daily with trek carts, sleeping in barns or under light-weight canvas, or in the open; some visits to institutions; and strenuous physical work (unaccustomed work on farms); some climbing.

(2) Preliminary training in camping and trekking in the home counties for those not experienced in light-weight camping and trekking for one weekend.

(3) Training trek in November, probably in Wiltshire.

(4) Scottish training trip on the lines of (1).

(5) October 6th. Lecture weekend for volunteers and prospective volunteers.

(6) January 1945. Conference of volunteers already accepted for Service abroad.

In addition regular training is arranged for local volunteers in Surrey and the Eastern counties.

There is also a self-training scheme which suggests courses of study and self-discipline.

7. Boy Scouts Association

No special training courses, but most volunteers for relief abroad attend the R. A. M. C. Army Hygiene Courses.

8. Central Council for the Care of Cripples

This organisation, although doing no training, had been asked to advise on the training of Allied nationals in rehabilitation work. A note, which has been circularised to the members of the Standing Technical Sub-Committee on Health, makes the following suggestions for teams to take part in the restoration of patients with orthopaedic disabilities. The suggestions are based on knowledge of the various methods by which the rehabilitation of the physically disabled is accomplished in this country, and proposed teams of experts are as follows:

(1) In the initial stages

- a) The orthopaedic surgeon
- b) " " nurse
- c) The Physio-therapist and the physical training instructor

(2) Later, when improving conditions permit

- a) the occupational therapist
- b) the social welfare worker

Details of the training facilities available for these experts is briefly given.

9. National Institute of the Blind

In July, the General Secretary wrote to Mr. Noble, offering to provide a lecturer to lecture on blindness to UNRRA trainees, and to arrange for a tour of the Institutions for the Blind in London, to include a workshop, a factory where blind workers are employed, a sunshine home, a general home, the Massage School, and the secondary school at Chorleywood.

The Institute is willing to arrange a course of from three days to a week on blind welfare for selected students.

10. The Salvation Army

The Salvation Army has organized a residential training school for salvationists to take place this month. Details of the syllabus are not yet available.

11. The British Council

The British Council is responsible for the training of Allied nationals and has run courses of lectures over a period.

The Training Department of UNRRA suggested titles of lectures for the last part of the UNRRA series and provided lectures on the following subjects:

Welfare services	1	lecture
Displaced Persons	2	"
Transport	1	"
Agricultural		
Rehabilitation	1	"
Industrial		
Rehabilitation	1	"
Conclusion	1	"

(* more details on this to follow)

August 1944

REPORT ON VISITS TO VOLUNTARY SOCIETIES'
TRAINING CENTRES

By W. M. Noble (Training Division, ERO)

There are 22 Societies affiliated to the Council of British Societies for Relief Abroad. Ten have provided workers for the Balkan Mission, as follows:

Friends' Ambulance Unit	73
I.V.S.P.	15
Save the Children Fund	21
Jewish Committee	8
Y.W.C.A.	9
War Organization	42
Boy Scouts	9
Girl Guides	9
Catholic Committee	9
Friends' Relief Service	3
	<u>198</u>

1. GENERAL

Not all of these Societies have arranged training courses of their own but all have been able to send members to the Training Courses arranged by CBSRA and several have been allowed to join in the Camps and courses provided by other Societies.

CBSRA arranged a Leaders' Course in September 1943. It was attended by 47 trainees drawn from affiliated societies. Three further courses at the Royal Army Medical School gave instruction to 97 trainees. 37 who attended these courses are now with the Balkan Mission.

2. INDIVIDUAL SOCIETIES

The training provided by the different societies varies with the interests and nature of the societies themselves. Thus the Scouts and Guides, which exist to provide training similar to what is needed for emergency relief work, have organized camp courses for the special training of leaders for work abroad. A number have also attended the CBSRA course at the Royal Army Medical College. Similarly, the Y.W.C.A. workers who are selected for service abroad are those already experienced in a variety of types of social work.

The Red Cross has held a series of weekly courses during the past year, including lectures and visits for practical demonstrations in methods of hygiene. This training is additional to the general background of hospital and nursing experience which most members have.

The Jewish Committee for Relief has arranged courses of lectures on Health and Hygiene, General relief and youth work. There was a camp last year and one is arranged for this summer at Tring Park. Last winter a series of coordinated weekend schools was well attended by those who have offered to join field teams.

Save the Children Fund The volunteers from this Society have been drawn largely from professionally trained people - several have joined in the CBSRA courses and the Friends' Relief Service courses, and some are joining the camp at Tring.

International Voluntary Service for Peace This body has not organized special training but some of their members have joined CBSRA courses. The volunteers have all shared in team work in this country, either relief work, demolition work after blitzes, or agricultural work.

The Friends' Ambulance Unit has specialised in training mobile medical units. All their teams have had training lasting over several months. Their courses include training in general relief; clothing distribution; the erection and preparation of camps; cooking (Army School of Cookery); admission camps for disinfection and first aid; secretarial work and languages; driving and servicing of cars.

Friends' Relief Service Although the training of this body covers much the same ground as that of the Friends' Ambulance Unit, it omits the drill and other forms of semi-military discipline associated with the courses given by the F.A.U. The Friends' Relief Service have given courses extending over several months as well as some short weekly training courses to which they have admitted members of other voluntary societies.

Catholic Committee for Relief Abroad Members have been training in weekend schools. They have also participated in CBSRA courses and are sending members to the camp at Tring.

The Salvation Army has a scheme of training starting with a correspondence course followed by weekends of practical work in one or other of their permanent welfare institutions. So far, the Salvation Army has not sent workers abroad.

The International Student Relief has arranged two courses for post-war relief workers to familiarise them with the history of student relief work in Europe as well as with the main University systems on the Continent. The Conference of I.S.R. arranged in Bristol for September 6 - 12th will be primarily occupied with these subjects.

200-
March, 1944.

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD
45, Great Peter Street, London, S.W. 1.

Deep

CLOTHING AND EQUIPMENT NOTES

1. The attached lists, for men and women show the items of clothing and equipment that C.B.S.R.A. volunteers are entitled to draw free on loan from Army Stores, and also those items, not in the Army list, which are thought desirable for volunteers.
2. The scale of Army issue depends on the theatre of operations and the time of year; therefore, although these lists are correct at present, they may be altered either by the War Office or by the Army authorities in the field.
3. The list of items not supplied by the Army is based on the suggestions of Societies with experience of work abroad; it is not intended as a formal statement of volunteers' total requirements, but merely as a guide to articles which either the Society or the volunteer may wish to purchase.
4. The Board of Trade have agreed to grant a small number of supplementary clothing coupons to every volunteer whose existing stock of clothing and of coupons is not sufficient (in addition to the Army clothing issued) to equip him for relief work abroad. Supplementary coupon application forms (for men or women) are obtainable from C.B.S.R.A., and should be completed and returned to C.B.S.R.A., when a volunteer is put forward for release.
5. All Army clothing and equipment is drawn by the volunteer before leaving this country. The necessary indent is prepared by C.B.S.R.A., and volunteers, in parties of 8 or 10, are required to visit Army Depots in London in order to be equipped. Whenever possible, the visit is arranged to take place about one week before departure.
6. Army greatcoats and caps, and A.T.S. jackets and caps are issued complete with buttons bearing the Royal Arms. These may not be worn by relief workers, and must be removed by each volunteer after the clothing has been drawn, and returned, through the Society, to C.B.S.R.A. Packets of plain buttons of suitable sizes and numbers (including spares) may be purchased from C.B.S.R.A. at 1/6d. per packet (for a man or a woman).
7. Societies must provide their own metal cap-badges, and woven badges for wear on the upper arm or above the left breast-pocket.
8. No insignia of rank are worn by relief workers, but the leader of a team may wear a strip of dark blue braid (obtainable from C.B.S.R.A.) across the khaki epaulettes of the battle-dress blouse or A.T.S. jacket.
9. Subject to articles being available, Army clothing and equipment can be replaced free by Army Stores when worn out. A list of the equipment issued to each volunteer, and signed for by him, (Army Form H.1157 or H.1157a) is handed to every Team Leader before departure; articles drawn, or replaced, in the field will be noted on this form. If the volunteer should at any time be transferred to another team, his form must be handed over to his new team leader. A composite form (H.1179 or H.1180) showing clothing issued to all volunteers of one Society is also signed by each volunteer, and is retained by C.B.S.R.A.

10. Each volunteer is personally responsible for the loss or damage of any part of his Army issue, and must always be able to account for it. Army clothing may not be worn in this country, except immediately before departure. Identity cards will be provided for each volunteer, and must always be carried.

11. Subject to the limitation of weight, (see below) volunteers may take what clothes they wish, in addition to the Army issue. It is unlikely, however, that facilities for repair and replacement will exist, except for Army issues. Under the conditions of service, volunteers agree to wear uniform for their work, and opportunities for wearing mufti are not likely to arise very often during the military phase of relief work.

12. Every volunteer may take personal baggage to the weight of $1\frac{1}{2}$ cwt. (168 lbs.), and this must include all clothing and equipment except that carried on the person; team equipment, such as typewriters, must be distributed among the members of the team so that the total weight of the team's baggage does not exceed $1\frac{1}{2}$ cwt. per member.

13. Under the Conditions of Service relief workers in the field will draw "Camp and Accommodation Stores" from the Army. These are not listed, but they consist of the necessary equipment for eating and sleeping, and include such items as extra blankets, pillows, (no sheets), Mosquito nets, Palliasses, Communal washing equipment, etc. The purchase of extra items such as camp beds, valises, canvas buckets, etc., is a matter for the Society or for volunteers, and such equipment must be included in the total weight allowed. The B.R.C.S. Stores Department have kindly agreed to allow C.B.S.R.A. Societies to purchase such equipment from them when available, and Societies wishing to do so should make arrangements through C.B.S.R.A.

IRIS CAPELL,
Assistant Secretary.

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD
45, Great Peter Street, London, S.W. 1

CLOTHING AND EQUIPMENT LIST

MEN

Items obtainable free on loan from Army Stores.		Suggested additional items to be provided by the Society or the volunteer. (See Notes, para. 3)	
1	Greatcoat		Light raincoat
1	Battledress blouse		Civilian jacket
2	Trousers		Civilian trousers
1	Shorts, Khaki drill		
1	Cap (Field Service)		Beret (khaki)
1	Overall (boiler suit)		Shady felt hat
		4	Ward coats (indoor workers)
1 pr.	Boots	1 or 2 prs.	Shoes
1 pr.	Canvas shoes		
3 pr.	Socks	2 or 3 prs.	Socks
1 pr.	Anklets	2 prs.	Stockings.
2	Hosetops		
1 pr.	Bootlaces, spare		
2	Shirts (no collars)	2	Shirts, with collars
2	Shirts, Bush	1 or 2	Shirts, Bush
1	Jersey	1 or 2	Pullovers or Cardigans
2	Vests, woolen		
2	Vests, tropical		Pajamas
2	Drawers, woolen		
2	Drawers, cellular		
1 pr.	Gloves, knitted	12	Handkerchiefs
1	Cap comforter	2	Ties
1 pr.	Braces		
1	Belt		
1	Hairbrush		Scissors
1	Comb		Soap
1	Shaving Brush		Shaving soap
1	Toothbrush		Toothpaste
1	Safety Razor		Insect Powder
2	Towels	1 or 2	Towels or dusters
1	Housewife		Mending materials
1	Shoe brush		Dubbin or shoe polish
1 oz.	Cotton Waste		Personal medicine and First aid kit.

P.T.O.

Items obtainable free on loan
from Army Stores

Suggested additional items to be
provided by the Society or the
volunteer. (See Notes, para. 3)

1 Pack
1 Haversack
Webbing equipment
1 Holdall
1 Kit Bag
1 Sea kit bag (for voyage only)
1 Ground sheet
1 Blanket

1 Respirator
1 Steel helmet
1 Anti gas cape
Set Anti Gas eye shields
1 Anti gas ointment
1 Field Dressing
Set Identity discs
1 Water bottle and carrier
1 Mess tin
1 Mug
1 Knife
1 Fork
1 Spoon
1 Clasp knife and lanyard

Valise
Camp bed
Sleeping bag, lined, or
2 blankets
2 prs. Sheets
3 Pillow cases.
Canvas bucket or basin

Dark Glasses
Goggles
Torch and spare battery
Spare straps and padlocks

Corkscrew
Tin opener
Screwdriver
Pliers
Writing materials
Spare Passport photos

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD.
75, Victoria Street, S.W.1

CLOTHING AND EQUIPMENT LIST.

Women.

Items obtainable free on loan from Army Stores		Suggested additional items to be provided by the Society or the volunteer. (See Notes, para. 3).	
1	Greatcoat		Light raincoat
1	Jacket (A.T.S. Tunic).		Civilian coat & skirt or dress
1	Skirt, serge.		Shady Felt Hat
3	Shirts, khaki drill		Beret (khaki)
1	Slacks, (for voyage only).		4 Smock Overalls or ward coats (indoor workers)
1	Cap (A.T.S.)		
2	Overalls (boiler suits).		
2 prs.	Shoes	2 prs.	Shoes or Boots.
1 pr.	Canvas Shoes		Slippers.
4 prs.	Stockings (khaki) (or ankle socks)	3 or 4 prs.	Stockings (khaki or civilian)
1 pr.	Shoelaces, spare	1 or 2 prs.	Socks
4	Shirts.		
3	Shirts, Bush		
2	Shirts, long sleeved tropical.		
1	Jersey.		
3	Vests.	1 or 2	Pullovers or Cardigans.
4	Vests, cellular		Bathing suit and cap
3	Pantees		
4	Pantees, cellular		
4	Knickers		
2	Pyjamas	1	Pyjamas
2	Corset belts		Dressing gown
2	Brassieres		
1 pr.	Gloves, knitted	1 pr.	Gloves
3	Ties (khaki)	12	Handkerchiefs
1	Stud		Scarf
2	Buckles		
1	Hairbrush		Scissors
1	Combs		Soap
1	Toothbrush		Toothpaste
2	Towels	1 or 2	Towels or dusters
	Sanitary Towels		Extra Sanitary Towels
	(Initial issue 4 pkts then 1 pkt. obtainable monthly		Mending materials
1	Housewife		Insect powder
1	Shoe brush		
1 oz.	Cotton waste		Shoe polish
			Personal medicine and 1st Aid Kit
1	Haversack		
1	Kit Bag		Valise
1	Sea Kit Bag (for voyage only)		Camp bed
1	Ground Sheet		Sleeping bag, lined or 2 blankets
1	Blanket	2 prs.	Sheets or sleeping bag linings
		3	Pillow cases
			Canvas bucket or basin

Items obtainable free on loan
from Army Stores

Suggested additional items to be
provided by the Society or the
volunteer. (See Notes. para. 3.)

1 Respirator
1 Steel Helmet with camou-
flage cover
1 Anti-gas cape
Set " " eyeshields
1 " " ointment
Set Gas detectors
1 Field dressing
Set Identity discs
1 Water bottle and carrier
1 Mess tin
1 Ration bag
1 Mug
1 Knife
1 Fork
1 Spoon

Dark glasses
Goggles
Torch & spare battery
Spare straps & padlocks

Plate
Corkscrew
Tin opener

Writing materials
Spare Passport photos

UNRRA

INCOMING TELEGRAM

file

NUMBER: 794
FROM: Cairo to London 665
REPEATED: Washington
DATED: 18 August 1945
RECEIVED: 18 August 1945 - 9:20 a.m.
Clear

In cases where American Volsociety employees are offered direct employment with UNRRA, does UNRRA assume responsibility for accumulated annual and sick leave? If so, should effective date from which leave calculated by that of secondment to UNRRA in the US? May we have ruling urgently?

DISTRIBUTION:

DG-2
SDUG-1
CCM-2
FA-2
FI-1
PT-4
Serv-4
*W-2
FILES-3

(FREE BOOKS)

51
Dist.-9:30 a.m.
mlb-10:00 a.m.

*London's 3159
dated 25 Aug.
Re Cairo 794 subject to your
view consider reply should be in
negative*

*5305 from London
24 Oct.
Cannot trace reply giving
your view re Cairo cable 794*

UNRRA

COMMUNICATIONS SECTION
DIVISION OF ADMINISTRATIVE SERVICES

OUTGOING TELEGRAM

NUMBER: 468
TO: Cairo
REPEATED: London 854
DATED: 12 April 1945
DISPATCHED: 12 April 1945 - 7:00 p.m.
Clear

Your 437.

Following information required to answer question and enable volagencies make plans for personnel.

1. Names volagencies, country origin, workers each volagency now considered surplus, your estimates surpluses in next three month periods.
2. Your evaluation individuals you recommend direct UNRRA employment country missions or German displaced persons operations.
3. Indicate whether your surpluses include volagency personnel now Cairo designated for country missions and whether you have cleared with country missions their requirements your surplus personnel.

UNRRA has special commitment U.S. volagencies planning long-term or supplementary projects countries, to retain their personnel on loan pending operation such projects.

Drafted by:
Max Silverstein (Welfare Division)
12 April 1945

DISTRIBUTION

Lehman (2)
Menshikov (7)
Gill (2)
Hoshler (2)
McGeachy (1)
Harris (2)

(29)

UNRRA

INCOMING TELEGRAM

Kerninger
Berry

NUMBER: 1236
FROM: Athens to Washington
REPEATED: London 1301
DATED: 13/10/45
RECEIVED: 15/10/45 - 9:10 a.m.

Subject Seconded Private Agency Personnel. Re our 977 repeated London 983.

Most grateful for early reply in view repatriation otherwise impending for several private agency members.

DISTRIBUTION

DG - 2
SDDG - 2
OCM - 2
FA - 1
PT - 5
Services - 4
*I- 3
FILES - 3

(FREE BOOKS)

52

Dist. 9:41 a.m.
brt 10:20 a.m.

OCT 17 1945

UNRRA

INCOMING TELEGRAM

NUMBER: 977
FROM: Athens to Washington
REPEATED: London 983
DATED: 10 September 1945
RECEIVED: 10 September 1945 - 3:10 p.m.
Clear

cc: H. H. H.

SEP 12 1945

Urgently need approval National War Fund and President's War Relief Control Board to extension loan American private agency personnel to Greece Mission from September 30, 1945 (termination of 1 year agreement) to December 31, 1945. Proposal supported by private agencies here on basis loan can be terminated within this extended period by either party on 2 weeks notice.

DISTRIBUTION:

DG - 2
SDDG - 1
OCII - 2
FA - 1
PT - 5
Ser - 4
*NJ - 2
FILES - 3

(FR E BOOKS)

50
Dist. 3:33 p.m.
an - 4:55 p.m.

Van Hyning

UNRRA Forward Office,
67, Champs Elysees,
Paris.

3rd January 1945.

TO : Mr. Dudley Ward

SUBJECT: Conditions of service for UNRRA personnel serving with
the military

I am submitting herewith a proposed directive which will shortly be released by Supreme Headquarters, AEF., concerning the use of UNRRA personnel. You will note that this directive embodies the conditions of service under which such personnel will serve.

All of the suggested changes which were discussed while I was last in London have been incorporated, in this directive, with the exception of the parts in dealing with risks and injuries and the co-ordination of non-governmental civil agencies.

If you have any questions concerning any part of this directive, I would appreciate your getting in touch with me immediately.

FLETCHER C. KETTLE
Acting Head.

1 encl.

Copies to: Dept. of Areas,
DPs Division,
Welfare Division
Health Division
Mr. O'Halloran.

R E S T R I C T E D

SUPREME HEADQUARTERS
ALLIED EXPEDITIONARY FORCE.

ANNEX

B)

December 1944.

ADMINISTRATIVE MEMORANDUM)

NUMBER

39)

EMPLOYMENT OF UNRRA PERSONNEL WITH MILITARY FORCES.

GENERAL

1. Pursuant to paragraph 21 of Supreme Headquarters, AEF Outline Plan for Refugees and Displaced Persons (AG 383.7-1 GE-AGH of 3 June 1944) the following agreement was concluded on 25 November 1944 between the Supreme Commander, AEF and the Director-General, UNRRA:-

"1. This agreement has for its object to facilitate the assumption by the United Nations Relief & Rehabilitation Administration in the post-military period of those responsibilities with which it may be charged and to ensure a continuous uniformity of policy in the military and post-military periods,

The Supreme Commander, Allied Expeditionary Force, is satisfied that:-

a. Subject to the conclusion of appropriate agreements with the Allied National authorities concerned, assistance is desired from the United Nations Relief & Rehabilitation Administration in the matters of health, welfare and displaced persons, by the governments of Belgium, Luxembourg, the Netherlands and Norway, and by the French Committee of National Liberation, in their respective territories.

b. Assistance from the United Nations Relief & Rehabilitation Administration is necessary in the maintenance of health, welfare, registration, administration and movement of the nationals of such states and of other Allied countries displaced in enemy and ex-enemy territories; and

c. It is desirable that the United Nations Relief & Rehabilitation Administration, in agreement with the Supreme Commander, Allied Expeditionary Force, and the Allied National authorities concerned, undertake specific tasks relating to the foregoing matters.

The United Nations Relief & Rehabilitation Administration for its part desires and intends to render such assistance, subject to the Supreme Commander's Allied Expeditionary Force, military requirements and to available means and resources.

2. So far as military conditions permit, the Supreme Commander, Allied Expeditionary Force, and the United Nations Relief & Rehabilitation Administration will co-operate in planning and operation for the matters referred to in paragraph 1 hereof. It is agreed that the following specific measures shall be taken:-

a. A United Nations Relief & Rehabilitation Administration Liaison Officer, with any staff the Supreme Commander, Allied Expeditionary Force, may agree to be necessary, shall be attached to the G-5 Division of Supreme Headquarters, Allied Expeditionary Force, to assist in coordination of planning and subsequent operations. He shall be authorized, so far as is consistent with military security, to report to the United Nations Relief & Rehabilitation Administration Regional Office on matters covered by this agreement. Such reports will be transmitted through military channels.

b. In order to facilitate the transfer to the United Nations Relief & Rehabilitation Administration in the post-military period of such functions as the Allied National authorities concerned may desire, the United Nations Relief & Rehabilitation Administration will provide such personnel as may be agreed with the Supreme Commander, Allied Expeditionary Force, for the purpose of planning and assisting the military authorities in carrying out such operations with respect to the matters referred to in Article 1 hereof as may be undertaken by them. Such personnel will be furnished either as individuals or in the form of detachments and will be under the orders of the Supreme Commander, Allied Expeditionary Force.

3. When called upon by the Supreme Commander, Allied Expeditionary Force, to do so, the United Nations Relief & Rehabilitation Administration will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in Article 1 hereof.

4. The United Nations Relief & Rehabilitation Administration personnel engaged upon field service will wear a prescribed uniform and will be provided with identification as persons accompanying the armed forces. Separate agreements shall regulate the conditions of service of such personnel and the provision of military facilities to them and to the United Nations Relief & Rehabilitation Administration generally.

5. During the period of the Supreme Commander, Allied Expeditionary Force, responsibility, the United Nations Relief & Rehabilitation Administration personnel will, within the area of the Supreme Commander, Allied Expeditionary Force, responsibility, act in all matters under the orders of the Supreme Commander, Allied Expeditionary Force, and through military channels.

6. This agreement may be extended by mutual consent, subject to approval of the Combined Chiefs of Staff, to provide for similar cooperation between the United Nations Relief & Rehabilitation Administration and the Supreme Commander, Allied Expeditionary Force, in any other matters coming within the competence of the United Nations Relief & Rehabilitation Administration upon which assistance is desired by the Allied National authorities concerned.

(signed) Dwight D. Eisenhower
General, U.S. Army.
Supreme Commander,
Allied Expeditionary Force.

(signed) Herbert H. Lehman
Director General,
United Nations Relief and
Rehabilitation Administration.

25 November 1944"

POLICY

2. It is the intention of the Supreme Commander, AEF that UNRRA personnel shall replace military personnel to the maximum extent, and as soon as possible in the handling of displaced persons and refugees, subject to the requirements of the military situation. They will be employed in accordance with para 10 of Supreme Headquarters, AEF Administration Memorandum 39 of 18 November 1944, and the provisions of this instruction. These provisions are, however, applicable only to the Supreme Headquarters, AEF period. The relationship between UNRRA and the Control Council will be determined at a later date by the parties concerned.

COMMAND AND CONTROL

3. a. UNRRA personnel will be attached to formations/organisations for duties in connection with the health, welfare and disposition of United Nations displaced persons and will in all cases be subject to command and control by the appropriate military authorities

b. Such personnel are subject to military law and are under the jurisdiction of the commander of the formation/organisation to which attached. Commanders may take such disciplinary action as is necessary, including relief from attachment, or they may refer the case through channels to the European Regional Office of UNRRA. A report will be submitted promptly, through channels, to Supreme Headquarters, AEF, by any commander who takes disciplinary action against UNRRA personnel.

c. Official communications between UNRRA personnel, or between UNRRA personnel and the European Regional Office, UNRRA, will be through military channels.

ASSIGNMENT

4. a. UNRRA staff and specialist personnel (including medical and welfare officers) and UNRRA Assembly Centre teams will be called forward by military commanders through Supreme Headquarters, AEF.

b. Military commanders will deploy UNRRA personnel for duties in connection with the health, welfare and disposition of United Nations displaced persons by attachment to lower echelons under their command without reference to Supreme Headquarters, AEF. The transfer of UNRRA personnel between Army Groups or from Army Groups to Supreme Headquarters, AEF Missions will, however, require the prior sanction of Supreme Headquarters, AEF.

c. Deployment will be accomplished by competent orders of the military headquarters concerned.

d. Records as to the deployment of UNRRA personnel will be the responsibility of the military headquarters to which they are attached.

STATUS

5. a. UNRRA personnel serving with the armed forces in a theatre of war will wear the prescribed UNRRA uniform, with insignia furnished by UNRRA.

b. Such personnel are covered by Article 81 of the Prisoner of War Convention. They will therefore be provided by Supreme Headquarters, AEF with appropriate identity papers establishing their non-combatant civilian status, and their assimilation rank if any, and certifying their right under Article 81 to be treated as prisoners of war if captured.

c. Assimilative rank for UNRRA personnel will be obtained by UNRRA from the Government concerned. Such ranks have effect only in the event of capture by the enemy, but may be employed as a basis for determining privileges in military formations/organisations.

6. Appropriate certificates under Article 10 of the Geneva Convention for the Amelioration of the Conditions of the Wounded and Sick of the Armies in the Field will be issued to such UNRRA personnel as are protected under that Article.

7. UNRRA personnel attached to military formations/organisations will be entitled to the use of such facilities as the Army Postal Services, the PX NAAFI, Quartermaster Stores and Messes. In all matters relating to accommodation, rations, medical, dental and hospital services and transport, etc., UNRRA personnel will be accorded the same facilities as if they were members of the armed forces.

8. With regard to the use of military communications, UNRRA personnel will not be granted additional facilities or higher priorities than those of the military formations/organisations to which they may be attached.

9. The salaries of UNRRA personnel will be paid by UNRRA. However, US Army Finance officers and British Field Cashiers have been authorised to cash UNRRA salary and expense checks drawn upon banks specified or to be specified by the office of the Fiscal Director, ETOUSA and the War Office respectively.

RISKS, INJURIES, ETC.

10. This will be the subject of a later instruction.

COORDINATION OF NON-GOVERNMENTAL CIVIL AGENCIES

11. This will be the subject of a later instruction.

FUNCTIONS

12. UNRRA personnel will be employed at all levels of the military organisation charged with responsibility for United Nations displaced persons so as to facilitate the handing over at some later date of full responsibility to UNRRA.

13. UNRRA personnel attached to formations/organisations will be used for staff or field duties in connection with the maintenance of the health, welfare, registration, administration and repatriation of United Nations displaced persons. UNRRA personnel may also be used to assist in the control and repatriation of enemy displaced persons now in Allied countries, if so invited by the Allied Government concerned.

ASSEMBLY CENTRE TEAMS

14. Supreme Headquarters, AEF has made an initial request to UNRRA to train and make available 200 teams for the administration of Assembly Centres for United Nations Displaced persons in Germany, to be available in increments from 20 January to 15 April 1945. Additional requests will be made to UNRRA as required.

15. These teams will be made up as follows:-

- a. Director
- b. Deputy Director and Administrative Officer (Secretary)
- c. Clerk-Stenographer
- d. Administrative Officer (Supply)
- e. Steward (Messing Officer)
- f. Warehousing Officer
- g. Welfare Officer
- h. Assistant
- i. Medical Officer
- j. Nurse
- k. Cook (for UNRRA team)
- l. Driver)
- m. Driver) for UNRRA team.

UNRRA will be responsible for the recruitment, training, organisation and salary of these teams.

16. UNRRA teams will be self-contained and will be equipped by UNRRA as follows:

<u>Type</u>	<u>Quantity</u>
Lorry, 3 ton	1
Truck, 15 cwt.	2

<u>Type</u>	<u>Quantity</u>
Motorcycle	1
Tent, 2-man	6
Petrol Cookers, No. 3	1
Cooking Utensils Sets	1
Jerricans (water)	3
Stretchers	2
Medical panniers	1
Lamps, Hurricane	4
Pails, galvanized	2
Shovels	2
Typewriters	1

However, the provision of rations, accomodation and POL, and the repair and maintenance of UNRRA vehicles and replacement of tires for such vehicles, will be a military responsibility within the period specified in Para 2 above (Policy).

RECRUITMENT OF ADDITIONAL ALLIED PERSONNEL

17. a. UNRRA has been advised to arrange at once for the recruitment of Allied administrative personnel already trained for this purpose by their respective governments, in accordance with para 10 j of this Headquarters Administrative Memorandum 39 of 18 November. Military commanders will facilitate the recruiting by UNRRA of suitable Allied administrative personnel from among the ranks of the displaced persons already uncovered in their areas.

b. Additional personnel needed to perform administrative service and clerical functions on a temporary basis in Assembly Centres will be selected by UNRRA Assembly Centre Directors from among the residents, and paid in accordance with Civil Affairs Instruction No. 117 and other pertinent directives. This personnel will not form part of the UNRRA organisation.

18. Military commanders will facilitate and assist UNRRA in its training program in accordance with instructions to be issued from time to time by this Headquarters.

UNRRA CIVILIAN MISSIONS TO ALLIED GOVERNMENTS

19. In addition to its commitments as an agent of the military, UNRRA has negotiated specific agreements with the Allied governments and will, in due course, establish civilian offices in Allied countries. However, UNRRA will not enter a military zone without Supreme Headquarters AEF authorisation and the prior consent of the military commanders concerned. Military commanders will maintain liaison, as may be necessary, with these offices, but are not directly concerned with UNRRA relations with Allied governments.

By command of General Eisenhower.

DISTRIBUTION:

- "D" plus
- 50 - HQ. 21 Army Group
- 50 - Commanding General, Twelfth Army Group
- 50 - Commanding General, Sixth Army Group
- 50 - Commanding General, Communications Zone, European Theatre of Operations, U.S. Army
- 10 - Supreme Allied Commander, Mediterranean Theatre of Operations, U.S. Army
- 300 - G-5 Division, Supreme Hq., AEF
- 2 - Secretary, Planning Staff
- 2 each - Political Officers
- 10 - Supreme Headquarters, AEF, Mission (France)
- 10 - Supreme Headquarters, AEF, Mission (Netherlands)
- 10 - Supreme Headquarters, AEF, Mission (Belgium)
- 10 - Supreme Headquarters, AEF, Mission (Norway)
- 10 - Twelfth Army Group for Luxembourg CA Detachment
- 50 - Commanding Officer, European Civil Affairs Division
- 5 - Control Commission (British)

Daily copy

R E S T R I C T E D

SUPREME HEADQUARTERS
ALLIED EXPEDITIONARY FORCE

APO 757

APPENDIX 'G'

7th May 1945

Adm. Memo. No. 39 (Revised)

THE USE OF UNITED NATIONS VOLUNTARY WELFARE ORGANIZATIONS UNDER UNRRA
COORDINATION FOR WORK WITH DISPLACED PERSONS IN GERMANY

1. This memorandum deals with the use of United Nations voluntary welfare organizations in Germany for work with displaced persons. It does not apply to military personnel of the military forces of any of the United Nations, official government missions, or other official military or government agencies.

2. Reference is made to policy of this headquarters as set forth in:

a. "Control of Displaced Persons", AG 381-7 GE-AGM SHAEF/G-5/1043 dated 28 December 1944.

"b. For operations in Germany UNRRA will, as the agent of Supreme Commander, AEF:

(1) Coordinate the activities of all foreign voluntary societies."

b. Agreement between Supreme Commander, AEF and UNRRA on 25 November 1944 which Agreement is set forth in Annex "D", Administrative Memorandum Number 39, this headquarters, dated 3 January 1945, Section 3 of Agreement provides:

"3. When called upon by the Supreme Commander, Allied Expeditionary Force, to do so, the United Nations Relief and Rehabilitation Administration will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in Article 1 hereof."

c. Administrative Memorandum Number 39 Revised Para 12h, Section II:

"h. Coordination of Voluntary Relief Agencies. UNRRA will as agent of the Supreme Commander, coordinate the activities of all United Nations voluntary societies engaged in displaced persons work in Germany."

3. The Combined Chiefs of Staff have specifically authorized the Supreme Commander to invite voluntary welfare organizations into Germany in connection with work with displaced persons under the supervision and coordination of UNRRA. The use of such United Nations voluntary welfare organizations in Germany will be at the discretion of military commanders in accordance with policies set forth in paragraph 2, above, and the procedures established in this memorandum.

4. A variety of voluntary welfare organizations in the various countries of the United Nations are equipped to perform specific services for displaced persons such as care of children, first aid, nursing, medical and hospital services.

5. If such United Nations welfare organization desires to work in Germany, it will communicate with the European Regional Office of UNRRA which will work out with such organization a proposal for the use of its services. UNRRA will then present such proposal in an official communication to the Supreme Commander, AEF setting forth the following:

- a. Name of the organization
- b. Type of activities in which the organization desires to engage.
- c. Official approval of the government concerned that it approves of the organization operating in Germany.
- d. Written proposal for the use of the organization's services as agreed between UNRRA and the organization.
- e. Number and qualifications of personnel involved and personal and organizational equipment available.

6. Upon receipt of such communication from UNRRA, the Supreme Commander, AEF, may approve the agreement, providing that there is no military reason to the contrary and it appears that the best interests of the military effort will be served.

7. If approved, the Supreme Commander, AEF, will notify Army Groups of the availability of the personnel and Army Groups will call them forward in the same way in which UNRRA Assembly Center teams or personnel are now deployed. Supreme Headquarters, AEF, will assign the available personnel to the Army Groups which will deploy them to lower echelons as needed without reference to Supreme Headquarters, AEF. Transfer of this personnel between Army Groups will, however, require the prior approval of Supreme Headquarters, AEF.

8. Deployment will be accomplished by competent orders of the military headquarters concerned. Records as to the deployment of this personnel will be the responsibility of the military headquarters to which they are attached.

9. UNRRA will negotiate the necessary arrangements with these organizations regarding :

- a. Payment and allowances.
- b. Screening procedures.
- c. Internal organization.
- d. Reporting procedures.

The Supreme Commander will not make available equipment or supplies to these organizations except as indicated herein.

10. Personnel of these organizations will be governed by the following conditions :

a. The channel for command and communication for all matters relating to these organizations will be through military channels and the European Regional Office of UNRRA.

b. The personnel of these organizations will be attached to military formations and will in all cases be subject to command and control by the appropriate military commanders. Military commanders will normally supervise such personnel through UNRRA officers on their staffs.

c. Such personnel will be subject to military law and under the jurisdiction of the commander of the formation to which attached. Commanders may take such disciplinary action as is necessary, including relief from attachment or they may refer the case through military channels to the European Regional Office of UNRRA. A report will be submitted

/ promptly

promptly, through channels, to Supreme Headquarters, AEF, by any commander who takes disciplinary action against the personnel of any of these organizations.

d. Official communications between the personnel of these organizations or between such personnel and the organization headquarters or governments concerned will be through military channels and the European Regional Office. Personal communications will be through APO/EPO.

e. Such personnel will wear either the uniform of their organization or UNRRA uniform as may be agreed upon between UNRRA and the organization concerned.

f. Such personnel is covered by Article 81 of the Prisoner of War Convention. It will therefore be provided by Supreme Headquarters, AEF, with appropriate identity papers establishing its non-combatant civilian status, and assimilative rank, if any, and certifying the right under Article 81 to be treated as prisoners of war, if captured.

g. Assimilative ranks, if any, for this personnel will be obtained by UNRRA from the Government concerned. Such ranks have effect only in the event of capture by the enemy. In addition, they may be used as a basis for determining privileges in military formations/organizations.

h. Appropriate certificates under Article 10 of the Geneva Convention for the Amelioration of the Conditions of the Wounded and Sick of the Armies in the Field will be issued to such personnel as is protected under that Article.

i. Such personnel will initially come completely equipped with necessary personal and organizational equipment.

j. Such personnel attached to military formations/organizations will be entitled to the use of such facilities as the Army Postal Services, the PX, MAMU, and Messes. In all matters relating to accommodation, rations, medical, dental and hospital services and transport, etc., such personnel will be accorded the same facilities, subject to the same conditions of payment, as members of the armed forces. Such personnel will be entitled to use Quartermaster Stores for purchase of replacement items. POL will be furnished to them.

k. With regard to the use of military communications, such personnel will not be granted additional facilities or higher priorities than those of the military formations/organizations to which it may be attached.

11. All United Nations voluntary organizations to the extent they are engaged in displaced persons work, other than the American Red Cross and the British Red Cross, will be withdrawn from Germany not later than 1 June 1945 unless such agencies work out an arrangement with UNRRA and are admitted into Germany in accordance with policies and procedures established in this memorandum. The only authorization given herein is to utilize such organizations in Germany if they are under the supervision of UNRRA.

12. The use of the American and British Red Cross is governed by the provisions of letter, this headquarters, AG 080-6 GE-AGM, dated 10 August 1944. These two organizations will cease to operate in Germany, insofar as work with displaced persons or those assimilated to them in status is concerned, prior to 1 June 1945 except as arrangements are effected with UNRRA to continue such work in accordance with this memorandum. Regardless of whether such arrangements are made, these two Red Cross societies may continue to be utilized as desired and directed by military commanders in health, welfare, and relief activities in liberated countries, the care of displaced persons in liberated countries, and subject to agreement with the two Red Cross Societies, the care and repatriation of enemy and ex-enemy nationals in Germany, the control of German welfare activities, Red Cross communications, special programs for distributing clothing, medical and other supplies, and such other activities as may be

desired and for which the Army has not given to UNRRA full or partial operating responsibility. After 1 June 1945 personnel of these agencies now in Germany will be utilized only for such work as is not connected with care and repatriation of United Nations displaced persons in Germany.

13. It is anticipated that a number of voluntary welfare organizations will have personnel available shortly. Army Groups will be kept informed of the availability of such personnel.

By direction of the Supreme Commander:

T. J. Davis

Brigadier General, US.
Adjutant General

DISTRIBUTION:

"D"

R E S T R I C T E D

PROPOSAL

1. The (Agency) desires to work in the SHAEF program for displaced persons in Germany.
2. The Agency is a voluntary relief agency and as such would be affected by SHAEF policies and procedures governing voluntary relief agencies which deal with the care and repatriation of displaced persons in Germany.
3. It is established SHAEF policy that UNRRA shall supervise and coordinate the work of the voluntary relief agencies with displaced persons in Germany.
4. This proposal develops a working relationship between the agency and UNRRA.
5. The Agency agrees to:
 - a. Comply with military law to serve under the jurisdiction of the Commander of the formation to which members of the agency may be attached as individuals or as a group.
 - b. Perform its activities with displaced persons in Germany in the SHAEF program under the supervision and coordination of UNRRA.
 - c. Submit to UNRRA (Attention: J. A. Edmison, Chief, UNRRA Liaison Officer, G-5, SHAEF, APO 757 - U. S. Army)

(1) Plan of operations which will include:

- a. Name of organization.
 - b. Names of principal officers, annual report, etc.
 - c. Description of activities in which the agency proposes to engage, methods to be employed.
 - d. Official statement of approval by its government for agency to operate in Germany in displaced persons program.
 - e. Statement showing the number and qualification of personnel involved and personal organizational equipment available.
- d. Arrange for salaries, inoculations, clothing and equipment of personnel employed by the agency.
- e. Negotiate with UNRRA from time to time such further detailed arrangements and procedures as the situation requires.

6. UNRRA will:

- a. Present the agency's plan to SHAEF for final approval and will notify officially the agency of SHAEF's action.
- b. Serve as the channel of communications between the agency and SHAEF.
- c. Arrange with appropriate military commanders for such UNRRA coordination and supervision as may be required at the various military echelons.
- d. Develop for the agency through coordinated efforts fullest possible opportunities for service to displaced persons in Germany.

Signed: _____
for the Agency

Date: _____

R E S T R I C T E D

SUPREME HEADQUARTERS
ALLIED EXPEDITIONARY FORCE

APPENDIX 'G'

Adm. Memo. No. 39 (Revised)

APC 757

7th May 1945

THE USE OF UNITED NATIONS VOLUNTARY WELFARE ORGANIZATION UNDER UNRRA
COORDINATION FOR WORK WITH DISPLACED PERSONS IN GERMANY

1. This memorandum deals with the use of United Nations voluntary welfare organizations in Germany for work with displaced persons. It does not apply to military personnel of the military forces of any of the United Nations, official government missions, or other official military or government agencies.

2. Reference is made to policy of this headquarters as set forth in:

a. "Control of Displaced Persons", AG 381-7 GE-AGM SHARP/G-5/1043 dated 28 December 1944.

"b. For operations in Germany UNRRA will, as the agent of Supreme Commander, AEF:

(1) Coordinate the activities of all foreign voluntary societies."

b. Agreement between Supreme Commander, AEF and UNRRA on 25 November 1944 which Agreement is set forth in Annex "B", Administrative Memorandum Number 39, this headquarters, dated 3 January 1945, Section 3 of Agreement provides:

"3. When called upon by the Supreme Commander, Allied Expeditionary Force, to do so, the United Nations Relief and Rehabilitation Administration will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in Article 1 hereof."

c. Administrative Memorandum Number 39 Revised Para 12h Section II:

"h. Coordination of Voluntary Relief Agencies. UNRRA will as agent of the Supreme Commander, coordinate the activities of all United Nations Voluntary societies engaged in displaced persons work in Germany."

3. The Combined Chiefs of Staff have specifically authorized the Supreme Commander to invite voluntary welfare organizations into Germany in connection with work with displaced persons under the supervision and coordination of UNRRA. The use of such United Nations voluntary welfare organizations in Germany will be at the discretion of military commanders in accordance with policies set forth in paragraph V, above, and the procedures established in this memorandum.

4. A variety of voluntary welfare organizations in the various countries of the United Nations are equipped to perform specific services for displaced persons such as care of children, first aid, nursing, medical and hospital services.

5. If such United Nations welfare organizations desires to work in Germany, it will communicate with the European Regional Office of UNRRA which will work out with such organization a proposal for the use of its services. UNRRA will then present such proposal in the official communication to the Supreme Commander, AEF setting forth the following:

- a. Name of the organization
- b. Type of activities in which the organization desires to engage.
- c. Official approval of the government concerned that it approves of the organization operating in Germany. ✓ ✓
- d. Written proposal for the use of the organization's services as agreed between UNRRA and the organization.
- e. Number and qualifications of personnel involved and personal and organizational equipment available.

6. Upon receipt of such communication from UNRRA, the Supreme Commander, AEF, may approve the agreement, providing that there is no military reason to the contrary and it appears that the best interests of the military effort will be served.

7. If approved, the Supreme Commander, AEF, will notify Army Groups of the availability of the personnel and Army Groups will call them forward in the same way in which UNRRA Assembly Center teams or personnel are now deployed. Supreme Headquarters, AEF, will assign the available personnel to the Army Groups which will deploy them to lower echelons as needed without reference to Supreme Headquarters, AEF. Transfer of this personnel between Army Groups will, however, require the prior approval of Supreme Headquarters, AEF.

8. Deployment will be accomplished by competent orders of the military headquarters concerned. Records as to the deployment of this personnel will be the responsibility of the military headquarters to which they are attached.

9. UNRRA will negotiate the necessary arrangements with those organizations regarding:

- a. Payment and allowance.
- b. Screening procedures.
- c. Internal organization.
- d. Reporting procedures.

The Supreme Commander will not make available equipment or supplies to these organizations except as indicated herein.

10. Personnel of these organizations will be governed by the following conditions:

a. The channel for command and communication for all matters relating to these organizations will be through military channels and the European Regional Office of UNRRA.

b. The personnel of these organizations will be attached to military formations and will in all cases be subject to command and control by the appropriate military commanders. Military commanders will normally supervise such personnel through UNRRA officers on their staffs.

c. Such personnel will be subject to military law and under the jurisdiction of the commander of the formation to which attached. Commanders may take such disciplinary action as is necessary, including relief from attachment or they may refer the case through military channels to the European Regional Office of UNRRA. A report will be submitted promptly, through channels, to Supreme Headquarters, AEF, by any commander who takes disciplinary action against the personnel of any of these organizations.

d. Official communications between the personnel of these organizations or between such personnel and the organization headquarters or governments concerned will be through military channels and the European Regional Office. Personal communications will be through APC/EPO.

e. Such personnel will wear either the uniform of their organization or UNRRA uniform as may be agreed upon between UNRRA and the organization concerned.

f. Such personnel is covered by Article 81 of the Prisoner of War Convention. It will therefore be provided by Supreme Headquarters, AEF, with appropriate identity papers establishing its non-combatant civilian status, and assimilative rank, if any, and certifying the right under Article 81 to be treated as prisoners of war, if captured.

g. Assimilative ranks, if any, for this personnel will be obtained by UNRRA from the Government concerned. Such ranks have effect only in the event of capture by the enemy. In addition, they may be used as a basis for determining privileges in military formations/organizations.

h. Appropriate certificates under Article 10 of the Geneva Convention for the Amelioration of the Conditions of the Wounded and Sick of the Armies in the Field will be issued to such personnel as is protected under that Article.

i. Such personnel will initially come completely equipped with necessary personal and organizational equipment.

j. Such personnel attached to military formations/organizations will be entitled to the use of such facilities as the Army Postal Services, the PX, NAAFI, and Messes. In all matters relating to accommodation, rations, medical, dental, and hospital services and transport, etc., such personnel will be accorded the same facilities, subject to the same conditions of payment, as members of the armed forces. Such personnel will be entitled to use Quartermaster Stores for purchase of replacement items. POL will be furnished to them.

k. With regard to the use of military communications, such personnel will not be granted additional facilities or higher priorities than those of the military formations/organizations to which it may be attached.

11. All United Nations voluntary organizations to the extent they are engaged in displaced persons work, other than the American Red Cross and the British Red Cross, will be withdrawn from Germany not later than 1 June 1945 unless such agencies work out an arrangement with UNRRA and are admitted into Germany in accordance with policies and procedures established in this memorandum. The only authorization given herein is to utilize such organizations in Germany if they are under the supervision of UNRRA.

12. The use of the American and British Red Cross is governed by the provisions of letter, this headquarters, AG OSC-6 GE-AGM, dated 10 August 1944. These two organizations will cease to operate in Germany, insofar as work with displaced persons or those assimilated to them in status is concerned, prior to 1 June 1945 except as arrangements are affected with UNRRA to continue such work in accordance with this memorandum. Regardless of whether such arrangements are made, these two Red Cross societies may continue to be utilized as desired and directed by military commanders in health, welfare, and relief activities in liberated countries, the care of the displaced persons in liberated countries, and subject to agreement with the two Red Cross Societies, the care and repatriation of enemy and ex-enemy nationals in Germany, the control of German Welfare activities, Red Cross communications, special programs for distributing clothing, medical and other supplies, and such other activities as may be desired and for which the Army has not given to UNRRA full or partial operating responsibility. After 1 June 1945 personnel of these agencies now in Germany will be utilized only for such work as is not connected with care and repatriation of United Nations displaced persons in Germany.

13. It is anticipated that a number of voluntary welfare organizations will have personnel available shortly. Army Groups will be kept informed of the availability of such personnel.

By direction of the Supreme Commander:

T. J. Davis

Brigadier General, USA.
Adjutant General

DISTRIBUTION:

"D"

RESTRICTED

PROPOSAL

1. The (Agency) desires to work in the SHANF program for displaced persons in Germany.

2. The Agency is a voluntary relief agency and as such would be affected by SHANF policies and procedures governing voluntary relief agencies which deal with the care and repatriation of displaced persons in Germany.

3. It is established SHANF policy that UNRRA shall supervise and coordinate the work of the work of the voluntary relief agencies with displaced persons in Germany.

4. This proposal develops a working relationship between the agency and UNRRA.

5. The Agency agrees to:

a. Comply with military law to serve under the jurisdiction of the commander of the formation to which members of the agency may be attached as individuals or as a group.

b. Perform its activities with displaced persons in Germany in the SHANF program under the supervision and coordination of UNRRA.

c. Submit to UNRRA (Attention: J.A. Edmison, Chief, UNRRA Liaison Officer, G-5, SHANF, APO 757 - U.S. Army)

(1) Plan of operations which will include:

(a) Name of organization.

(b) Names of principal officers, annual report, etc.

(c) Description of activities in which the agency proposes to engage, methods to be employed.

(d) Official statement of approval by its government for agency to operate in Germany in displaced persons program.

(e) Statement showing the number and qualification of personnel involved and personal and organizational equipment available.

d. Arrange for the salaries, inoculations, clothing and equipment of personnel employed by the agency.

e. Negotiate with UNRRA from time to time such further detailed arrangements and procedures as the situation requires.

6. UNRRA Will:

- a. Present the agency's plan to SHAWF for final approval and will notify officially the agency of SHAWF's action.
- b. Serve as the channel of communication between the agency and SHAWF.
- c. Arrange with appropriate military commanders for such UNRRA coordination and supervision as may be required at the various military echelons.
- d. Develop for the agency through coordinated efforts fullest possible opportunities for service to displaced persons in Germany.

Signed: _____
for the Agency

Date: _____

C
O
P
Y

RESTRICTED

SUPREME HEADQUARTERS
ALLIED EXPEDITIONARY FORCE

APPENDIX "B"

Adm. Memo. No. 39 (Revised)

AFM 777
7th May 1945

THE USE OF UNITED NATIONS VOLUNTARY WELFARE ORGANIZATION UNDER USRA
COORDINATION FOR WORK WITH DISPLACED PERSONS IN GERMANY

1. This memorandum deals with the use of United Nations voluntary welfare organizations in Germany for work with displaced persons. It does not apply to military personnel of the military forces of any of the United Nations, official government missions, or other official military or government agencies.

2. Reference is made to policy of this headquarters as set forth in:

a. "Control of Displaced Persons", AG 381-7 (E-AM) SINCE/0-5/1043 dated 23 December 1944.

b. For operations in Germany USRA will, as the agent of Supreme Commander, AEF:

(1) Coordinate the activities of all foreign voluntary societies."

b. Agreement between Supreme Commander, AEF and USRA on 25 November 1944 which Agreement is set forth in Annex "B", Administrative Memorandum Number 39, this headquarters, dated 3 January 1945, Section 3 of Agreement provides:

"3. When called upon by the Supreme Commander, Allied Expeditionary Force, to do so, the United Nations Relief and Rehabilitation Administration will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in Article 1 hereof."

c. Administrative Memorandum Number 39 Revised Para 12h Section II:

"h. Coordination of Voluntary Relief Agencies. USRA will as agent of the Supreme Commander, coordinate the activities of all United Nations Voluntary societies engaged in displaced persons work in Germany."

3. The Combined Chiefs of Staff have specifically authorized the Supreme Commander to invite voluntary welfare organizations into Germany in connection with work with displaced persons under the supervision and coordination of USRA. The use of such United Nations voluntary welfare organizations in Germany will be at the discretion of military commanders in accordance with policies set forth in paragraph w, above, and the procedures established in this memorandum.

4. A variety of voluntary welfare organizations in the various countries of the United Nations are equipped to perform specific services for displaced

persons such as care of children, first aid, nursing, medical and hospital services.

5. If such United Nations welfare organizations desires to work in Germany, it will communicate with the European Regional Office of UNRRA which will work out with such organization a proposal for the use of its services. UNRRA will then present such proposal in the official communication to the Supreme Commander, AEF setting forth the following:

- a. Name of the organization
- b. Type of activities in which the organization desired to engage.
- c. Official approval of the government concerned that it approves of the organization operating in Germany.
- d. Written proposal for the use of the organization's services as agreed between UNRRA and the organization.
- e. Number and qualifications of personnel involved and personnel and organizational equipment available.

6. Upon receipt of such communication from UNRRA, the Supreme Commander, AEF, may approve the agreement, providing that there is no military reason to the contrary and it appears that the best interests of the military effort will be served.

7. If approved, the Supreme Commander, AEF, will notify Army Groups of the availability of the personnel and Army Groups will call them forward in the same way in which UNRRA Assembly Center teams or personnel are now deployed. Supreme Headquarters, AEF, will assign the available personnel to the Army Groups which will deploy them to lower echelons as needed without reference to Supreme Headquarters, AEF. Transfer of this personnel between Army Groups will, however, require the prior approval of Supreme Headquarters, AEF.

8. Deployment will be accomplished by competent orders of the military headquarters concerned. Records as to the deployment of this personnel will be the responsibility of the military headquarters to which they are attached.

9. UNRRA will negotiate the necessary arrangements with these organizations regarding:

- a. Payment and allowance.
- b. Screening procedures.
- c. Internal organization.
- d. Reporting procedures.

The Supreme Commander will not make available equipment or supplies to these organizations except as indicated herein.

10. Personnel of these organizations will be governed by the following conditions:

- a. The channel for command and communication for all matters relating to these organizations will be through military channels and the European Regional Office of UNRRA.

b. The personnel of these organizations will be attached to military formations and will in all cases be subject to command and control by the appropriate military commanders. Military commanders will normally supervise such personnel through UNRRA officers on their staffs.

c. Such personnel will be subject to military law and under the jurisdiction of the commander of the formation to which attached. Commanders may take such disciplinary action as is necessary, including relief from attachment or they may refer the case through military channels to the European Regional Office of UNRRA. A report will be submitted promptly, through channels, to Supreme Headquarters, AEF, by any commander who takes disciplinary action against the personnel of any of these organizations.

d. Official communications between the personnel of these organizations or between such personnel and the organization headquarters or governments concerned will be through military channels and the European Regional Office. Personal communications will be through APO/ETO.

e. Such personnel will wear either the uniform of their organization or UNRRA uniform as may be agreed upon between UNRRA and the organization concerned.

f. Such personnel is covered by Article XI of the Prisoner of War Convention. It will therefore be provided by Supreme Headquarters, AEF, with appropriate identity papers establishing its non-combatant civilian status, and assimilative rank, if any, and certifying the right under Article XI to be treated as prisoners of war, if captured.

g. Assimilative ranks, if any, for this personnel will be obtained by UNRRA from the Government concerned. Such ranks have effect only in the event of capture by the enemy. In addition, they may be used as a basis for determining privileges in military formations/organizations.

h. Appropriate certificates under Article 10 of the Geneva Convention for the Amelioration of the Conditions of the Wounded and Sick of the Armies in the Field will be issued to such personnel as is protected under that Article.

i. Such personnel will initially come completely equipped with necessary personal and organizational equipment.

j. Such personnel attached to military formations/organizations will be entitled to the use of such facilities as the Army Postal Service, the PX, NAAFI, and Messes. In all matters relating to accommodation, rations, medical, dental, and hospital services and transport, etc., such personnel will be accorded the same facilities, subject to the same conditions of payment, as members of the armed forces. Such personnel will be entitled to use Quartermaster Stores for purchase of replacement items, POL will be furnished to them.

k. With regard to the use of military communications, such personnel will not be granted additional facilities or higher priorities than those of the military formations/organizations to which it may be attached.

11. All United Nations voluntary organizations to the extent they are engaged in displaced persons work, other than the American Red Cross and the British Red Cross, will be withdrawn from Germany not later than 1 June 1945 unless such agencies work out an arrangement with UNRRA and are admitted into Germany in accordance with policies and procedures established in this memorandum. The only authorization given herein is to utilize such organizations in Germany if they are under the supervision of UNRRA.

12. The use of the American and British Red Cross is governed by the provisions of letter, this headquarters, AG CSO-6 (E-48), dated 10 August 1944. These two organizations will cease to operate in Germany, insofar as work with displaced persons or those assimilated to them in status is concerned, prior to 1 June 1945 except as arrangements are effected with UNRRA to continue such work in accordance with this memorandum. Regardless of whether such arrangements are made, these two Red Cross societies may continue to be utilized as desired and directed by military commanders in health, welfare, and relief activities in liberated countries, the care of the displaced persons in liberated countries, and subject to agreement with the two Red Cross Societies, the care and registration of enemy and ex-enemy nationals in Germany, the control of German Welfare activities, Red Cross communications, special programs for distributing clothing, medical and other supplies, and such other activities as may be desired and for which the Army has not given to UNRRA full or partial operating responsibility. After 1 June 1945 personnel of these agencies now in Germany will be utilized only for such work as is not connected with care and registration of United Nations displaced persons in Germany.

13. It is anticipated that a number of voluntary welfare organizations will have personnel available shortly. Army Groups will be kept informed of the availability of such personnel.

By direction of the Supreme Commander:

T. J. Davis

Brigadier General, USA
Adjutant General

DISTRIBUTION:

878

PROPOSAL

1. The (Agency) desires to work in the SHAEF program for displaced persons in Germany.
2. The Agency is a voluntary relief agency and as such would be affected by SHAEF policies and procedures governing voluntary relief agencies which deal with the care and repatriation of displaced persons in Germany.
3. It is established SHAEF policy that UNRRA shall supervise and coordinate the work of the voluntary relief agencies with displaced persons in Germany.
4. This proposal develops a working relationship between the agency and UNRRA.
5. The Agency agrees to:

a. Comply with military law to serve under the jurisdiction of the commander of the formation to which members of the agency may be attached as individuals or as a group.

b. Perform its activities with displaced persons in Germany in the SHAEF program under the supervision and coordination of UNRRA.

c. Submit to UNRRA (Attention: J.A. Edison, Chief, UNRRA Liaison Officer, G-5, SHAEF, APO 757 - U.S. Army)

(1) Plan of operations which will include:

(a) Name of organization.

(b) Names of principal officers, annual report, etc.

(c) Description of activities in which the agency proposes to engage, methods to be employed.

(d) Official statement of approval by its government for agency to operate in Germany in displaced persons program.

(e) Statement showing the number and qualification of personnel involved and personal and organizational equipment available.

d. Arrange for the salaries, inoculations, clothing and equipment of personnel employed by the agency.

e. Negotiate with UNRRA from time to time such further detailed arrangements and procedures as the situation requires.

6. UNRRA will:

a. Present the agency's plan to SHAEF for final approval and will notify officially the agency of SHAEF's action.

b. Serve as the channel of communication between the agency and SHAEF.

c. Arrange with appropriate military commanders for such UNRRA coordination and supervision as may be required at the various military echelons.

d. Develop for the agency through coordinated efforts fullest possible opportunities for service to displaced persons in Germany.

Signed: _____
for the Agency

Date: _____

*Return to
Rm 307*

Drafted by:
L.L. Henninger
11 October 1945

THE RELATION OF VOLUNTARY FOREIGN RELIEF
AGENCIES TO UNRRA

Substantial assistance is being provided to UNRRA, and to countries in which UNRRA is conducting relief operations, by Foreign Voluntary Relief Agencies. This assistance usually takes one of the three following forms:

- (1) The loan of skilled and professionally trained personnel to UNRRA.
- (2) The conduct of planned programs of relief and rehabilitation supplementary to the basic program of UNRRA.
- (3) The contribution of supplies to UNRRA or, with the assistance of UNRRA, to an agency or institution in the country for distribution to the people.

The basic policy of UNRRA with reference to Voluntary Agencies is established by the Agreement for United Nations Relief and Rehabilitation Administration and by Council Resolution.

Council Resolution No. 9 provides, "That it shall be the policy of the Administration to enlist the cooperation and seek the participation of appropriate foreign voluntary relief agencies, to the extent that they can be effectively utilized in relief activities for which they have special competence and resources, subject to the consent and regulation of the Director General....."

"That

"That the extent to which foreign voluntary relief agencies should be used for assistance in the relief and rehabilitation of distressed people in any country should be a matter to be determined by the Director General in consultation with the government or recognized national authority concerned."

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

Under the above policy and responsibility, UNRRA has established cooperative working relationships with foreign voluntary relief agencies in the United States, the United Kingdom, Canada, Australia, New Zealand and the Union of South Africa. Both UNRRA and the agencies have benefited from these relationships. The work and the relations of UNRRA to voluntary agencies will be discussed under the three principle headings referred to above.

Loan of Personnel to UNRRA.

Of inestimable benefit has been the loan of voluntary agency personnel to UNRRA. At the time when UNRRA was preparing for operations in the Balkans and recruitment was rendered difficult by war induced manpower shortages, voluntary agencies placed at the disposal of UNRRA many highly trained persons experienced in foreign relief activities. Not only were these agencies a source of personnel for direct employment by UNRRA, but they have also loaned or seconded to UNRRA some 600 persons.

Under principles of cooperation mutually adopted, the agencies pay the salaries of the persons so loaned and UNRRA provides their transportation and maintenance in the field. They are subject to UNRRA control and supervision in the same manner as personnel employed directly by UNRRA. They are either organized as a team or working party by the agency supplying them and assigned by UNRRA as such or are loaned as individuals and assigned by UNRRA to working parties made up of UNRRA employees and/or personnel of other agencies. Most of the personnel of U. S. agencies has been loaned on the latter basis.

Somewhat in excess of 100 persons have been loaned by U. S. agencies under this arrangement. The following agencies have provided personnel:

- American Christian Comm. for Refugees
- American Friends Service Comm.
- American Jewish Joint Distr. Comm.
- Congregational Christian Service Comm.
- Girl Scouts
- International Rescue & Relief Comm.
- Mennonite Central Committee
- Near East Foundation
- Unitarian Service Committee
- Southern Baptist Convention
- National Catholic Welfare Conference
- Greek War Relief Association
- Young Women's Christian Association.
- Hadassah

In so far as U. S. agencies are concerned, the loan of personnel to UNRRA is in a period of transition. Most of the agencies are developing supplementary relief and rehabilitation projects, which will be discussed later, and will need their personnel for the operation of these projects. Voluntary agency personnel is being

released...

-4-

released by UNRRA upon mutual agreement as workers are needed by the voluntary agencies for their own activities and as they can be replaced by UNRRA employees. U. S. voluntary agency personnel has rendered signal service in the several areas of operation in the Balkans and the Middle East. Many of them occupy or have occupied key positions in the UNRRA operations. They have helped to meet a need for experienced persons at a time when such persons were sorely needed.

Supplementary Projects.

There is in the countries in which UNRRA operates extensive need for relief and rehabilitation assistance supplementary to the basic program of UNRRA. Here again voluntary agencies are rendering valuable assistance by the conduct of supplementary projects. This is the term commonly used to designate a planned program of foreign relief activity involving the provision of services and related supplies. Under the policy stated earlier,

UNRRA will welcome the efforts of foreign voluntary organizations to provide at their own expense and subject to the regulation of the Director General, relief, welfare and health services in addition to the services provided by UNRRA so long as the following conditions are observed:

- (a) The services which voluntary organizations are operating under their own responsibility should not prejudice any services provided by a government or by UNRRA itself;
- (b) The services operated by voluntary organizations should not draw on any local resources which could, in the opinion of UNRRA, be better used to meet other emergency needs;
- (c) UNRRA must be satisfied as to the general competence, health and personal character of the people who are employed by the voluntary organizations for relief and welfare work;

(d) Foreign.....

- (d) Foreign voluntary organizations will be expected to help indigenous organizations and agencies to assume responsibility for relief and welfare services in their own area at the earliest possible opportunity.

Under mutually agreed upon procedure foreign voluntary relief agencies submit their plans to UNRRA for approval and transmission to the government or recognized authority of the country which the agency proposes to assist. The government and the UNRRA mission review the proposal in the light of the above considerations, offer any appropriate suggestions for modification should modifications serve to render the project more effective in the light of local circumstances.

UNRRA makes available voluntary agencies information concerning its programs in the several countries to be used in the planning of their relief services in order to assist the agencies in their planning and to enable them to avoid conflict with and duplication of UNRRA's program. On the basis of its close contact with the governments and the needs in the countries, UNRRA missions from time to time offer suggestions as to vitally needed help which UNRRA is not in position to provide and which might be appropriately provided by voluntary agencies.

Once a supplementary project is approved by the mission and the government, UNRRA assists the agency in placing it into operation by facilitating the movement of personnel, providing aid in the shipment of supplies, and making necessary arrangements with governments and indigenous agencies and institutions in the countries where the operation is to take place.

UNRRA.....

UNRRA extends to the personnel of voluntary agencies working on approved supplementary projects access to congregate mess and billeting facilities, basic rations and mission stores. For these services UNRRA is normally reimbursed by the voluntary agency personnel or by the agencies. Accessibility to these UNRRA facilities is a very considerable convenience to the agencies and greatly enhances the effectiveness of their work.

Supplementary project activity on the part of voluntary agencies is in a stage of expansion. Agencies with the more extensive resources have sent or are sending, with UNRRA sponsorship and assistance, representatives to the countries with which they are concerned, to develop, in collaboration with the government and the mission, plans for the establishment and operation of such projects. Projects are in operation in Greece and Italy and are in process of development in Yugoslavia, Czechoslovakia and Poland.

The following projects operated by voluntary agencies will serve as examples of this form of activity:

1. Feeding and Health Centers operated by the Near East Foundation in Greece. This project provides fifteen special feeding centers in the capitol area and one community health and feeding center in the Kaissariain refugee area. These centers offer medical care and supplement the regular government ration distribution by special foods required by subnormal children. Children remain an average of three months. As rapidly as they reach a satisfactory state of recovery

they.....

they are replaced by others.

2. Medical Nutrition Project, operated in Italy jointly by the Unitarian Service Committee and the Congregational Christian Service Committee. This project assays the nutritional and associated medical status of population groups; carries on an intensive study of the results of a carefully supervised experimental feeding program in individuals who have suffered prolonged malnutrition; evaluates the general feeding program in different areas; and assists local medical groups in the application of knowledge of medical nutrition to their rehabilitation problems and encourages their continued scientific study.

Ten
~~That~~ Voluntary agencies are performing important services to the displaced persons in Germany. Under an agreement reached ^{last} ~~in~~ May by SHAEF and UNRRA, agencies may, under the direction and coordination of UNRRA, engage in work of a morale, comfort, educational, recreational and religious nature and assist with ^{the varied} special problems of displaced persons.
The new ^{which} ~~Six~~ U. S. agencies ~~now~~ have received the approval of UNRRA and the Military for work in Germany ^{all: (list them)} and proposals for service by several others are now being considered.

26 October 1945

TO: Richard R. Brown
FROM: Leonard L. Henninger
SUBJECT: Situation with reference to the Jewish organizations sending representatives to the U.S. Control Zone Germany under the UNRRA-Military agreement.

All three of the organizations now have representatives in Germany or enroute thereto. The following shows the status of each of the 12 individuals nominated by the agencies:

American Jewish Committee

Louis Neikrug	Sailed week ago.
Herman A. Gray	Sailed week ago.
Max Gottschalk	Belgian national, now in Paris
Ernest C. Steifel	To be released from Army in few days

Jewish Labor Committee

Paul L. Goldman	Sailed 24 Oct.
William Wolpert	Sailed 24 Oct.

American Jewish Conference

Alfred Fleishman	Left U.S. about 2 weeks ago.
Samuel L. Sar	Left U.S. about 2 weeks ago.
Hans Lamm	Advice several days ago indicated passport not yet issued.
Hershel Schacter	Awaiting passport.
Horace Marston	Awaiting passport.
Sylvia Neulander	Awaiting passport.

The latter three persons were recently proposed by the American Jewish Conference to complete their representation, the three individuals not having been available at the time the initial three were proposed. ERO was advised of the designation of the latter individuals in our cable 5866, 18 October. The War Department notified Military authorities at or about the same time. The American Jewish Conference is naturally anxious that these three individuals be cleared as quickly as possible in order that they may join their colleagues with as little lapse of time as possible.

About two weeks ago, the Jewish Labor Committee approached me with a proposal to add another representative to their delegation. I suggested that they give careful consideration to this matter in view of the representation which they already have, the difficulties of providing transportation and facilities in Germany, and other considerations. To date we have had no formal request for an addition to their delegation, and I believe that they may have reconsidered their informal proposal.

26 October 1945

TO: Richard R. Brown

FROM: Leonard L. Henninger

SUBJECT: Situation with reference to the Jewish organizations sending representatives to the U.S. Control Zone Germany under the UNRRA-Military agreement.

All three of the organizations now have representatives in Germany or enroute thereto. The following shows the status of each of the 12 individuals nominated by the agencies:

American Jewish Committee

Louis Neikrug	Sailed week ago.
Herman A. Gray	Sailed week ago.
Max Gottschalk	Belgian national, now in Paris
Ernest C. Steifel	To be released from Army in few days

Jewish Labor Committee

Paul L. Goldman	Sailed 24 Oct.
William Wolpert	Sailed 24 Oct.

American Jewish Conference

Alfred Fleishman	Left U.S. about 2 weeks ago.
Samuel L. Sar	Left U.S. about 2 weeks ago.
Hans Lamm	Advice several days ago indicated passport not yet issued.
Hershel Schacter	Awaiting passport.
Horace Marston	Awaiting passport.
Sylvia Neulander	Awaiting passport.

The latter three persons were recently proposed by the American Jewish Conference to complete their representation, the three individuals not having been available at the time the initial three were proposed. ERO was advised of the designation of the latter individuals in our cable 5866, 18 October. The War Department notified Military authorities at or about the same time. The American Jewish Conference is naturally anxious that these three individuals be cleared as quickly as possible in order that they may join their colleagues with as little lapse of time as possible.

About two weeks ago, the Jewish Labor Committee approached me with a proposal to add another representative to their delegation. I suggested that they give careful consideration to this matter in view of the representation which they already have, the difficulties of providing transportation and facilities in Germany, and other considerations. To date we have had no formal request for an addition to their delegation, and I believe that they may have reconsidered their informal proposal.

UNRRA

INCOMING TELEGRAM

file - U.S.R.

NUMBER: B/1092
FROM: Belgrade to Washington
REPEATED: London B/1389
DATED: 14/11/45
RECEIVED: 15/11/45 - 2:15 p.m.

Understand United Yugoslav Relief Fund of America has accumulated \$900,000 for relief to Yugoslavia. Information received unofficially that Mister Nelbach coming Yugoslavia as representative of fund to work out details of program. Understand that distribution will be through Yugoslav Red Cross. Advise how this program relates to revised Administrative Order Number 23. What is responsibility of Mission for this program? What will be Mission relationship to Nelbach? Advise as to details of program and when expected to become imperative.

DISTRIBUTION

DG - 2
SDDG - 1
DDG (Hendrickson) - 1
DDG (Gill) - 1
*OCM - 2
GC - 2
FI - 1
Services - 4
W - 2
Supply - 15
FILES - 3

(FREE BOOKS)

64

Dist. 3:00 p.m.
brt 5:02 p.m.

John F. Hancock

9 December 1944

TO: N. Craig McCauley
FROM: Lowell Berg
SUBJECT: Organization of American voluntary agencies with special reference to France.

In the United States four agencies are concerned with the coordination of foreign relief activities by voluntary societies:

1. The President's War Relief Control Board

The function of this Board, which was established by executive order and is exercised through regulations, is control over the distribution of voluntary war relief service as well as their solicitation and collection. Distribution is effected through the approval of export licenses of relief commodities issued by the Foreign Economic Administration, and the approval of transfer of relief funds through licenses issued by the Treasury Department. All distributions in foreign areas must be accepted and recorded by the Board. The programs of distribution are reflected in quarterly budgets which are approved by the Board in consultation with appropriate Federal agencies--the American Red Cross, USRA, and other public authorities.

2. The National War Fund.

This agency, which is a federation of foreign war relief philanthropies, was established at the request of the War Relief Control Board and the President. Its function is to provide funds for foreign relief in one single annual public campaign. The members of the National War Fund are all registered with the PWRCB, and are certified by the PWRCB as eligible for membership in the NWF.

3. The American Council of Voluntary Agencies for Foreign Service.

The American Council was set up with the encouragement of the PWRCB to bring about the integration of the programs of various agencies interested in relief activities abroad, whether or not they are subject to the jurisdiction of the PWRCB. The Council has functional committees interested in particular countries or areas of operation.

4. The State Department.

By executive order establishing the President's War Relief Control Board it is prescribed that all matters of foreign policy affecting relief shall be within the province of the State Department. There is, therefore, the closest collaboration between the Board and the State Department with respect to the programs of voluntary agencies. This collaboration is further

9 December 1944

extended to the services and personnel of these agencies. For example, representatives of voluntary relief agencies wishing to travel abroad must submit their applications to the State Department for a passport by a letter from the PWRCB, stating in what way there would be a contribution to the war effort as evidenced by the necessitating of such travel.

The net product of the four means of coordination outlined above is to permit the PWRCB to provide for cooperation between any American voluntary agency and the governing authority of the country in which the relief is to be carried out. In areas receiving relief from UNRRA such cooperation is effected through UNRRA.

There are in the United States 32 voluntary agencies interested in providing relief services to France. Practically all of these agencies are a part of American Relief for France, Inc. American Relief for France, Inc. is, thus, the dominant voluntary war relief agency in the French field. It is registered with the PWRCB, and is a member of the HWF, receiving substantial funds for its support. American Relief for France, Inc. has now reached an agreement with Entr'aide-Francaise, the official agency of the French Government. Last spring Monsieur Jean Monnet, the representative of the then French Committee of National Liberation, informed the PWRCB of the purposes of its relief agency Entr'aide-Francaise, and the function of its representative in this country, Madame Fleven. This appointment was based upon the statutes concerning charity organizations in the French liberated territories. Under the agreement already reached with Entr'aide-Francaise provisions are made to bring about complete collaboration with the French Government. American Relief for France, Inc. will exercise direct executive functions in Paris and in France insofar as its resources are concerned. It will serve in a liaison capacity with the French Government in respect to American Relief resources not under the direct control of American Relief for France, Inc.


The dominant American agencies interested in Belgium, the Netherlands, and Norway are, respectively, the Belgian War Relief Society of America, the Queen Wilhelmina Fund of America, and the American Relief for Norway. These agencies are registered with the PWRCB and are representative members for these areas for the HWF. It is now anticipated that each of these agencies through the good offices of the PWRCB will effect agreements with the Governments of Belgium, the Netherlands, and Norway, as has been done with the French Government by American Relief for France, Inc.

LOVELL DERR:arc
Welfare Division

UNRRA

INCOMING TELEGRAM

NUMBER: 70
FROM: Warsaw to Washington
REPEATED: London 65
DATED: 31 August 1945
RECEIVED: 3 September 1945 - 2:50 p.m.
Clear



Discussed 30 August with Government welfare problems. Their services organized as follows:

1. Central Committee Social Welfare maintains childrens, old age, sick homes.
2. Polish Red Cross.
3. Labor help for children.
4. Charities, Catholic Welfare Organization.
5. Central Jewish Committee all have nation wide network with Regional Headquarters. Distribution of welfare items through these organizations under supervision of Ministry which has its offices throughout the country. They have sufficient skilled personnel and do not require services, however, mission will need 5 welfare experts who will be working on special welfare supplies observing their distribution and also service as advisers to Government especially for 1) Child care centers 2) Handicapped children centers, 3) Mass feeding units, 4) Invalids homes.

- 2 -

Expect to obtain 2 welfare experts here. Suggest you line up and nominate us with biographies 3 more candidates. Consider advisable than Van Hyning comes here soonest for 10 days. Government welcomes his visit. Expect him to come before Menshikov and Weisl depart. Cable when he expects to come.

DISTRIBUTION

DG - 2
SDDG - 1
OCH - 5
Services - 4
*W - 3
GC - 2
FA - 2
PT - 4
DA - 2
FILES - 3

(FREE BOOKS)

58

Dist. 2:55 p.m. 3 Sept. 1945
fww - 8:20 a.m. 4 Sept. 1945

UNRRA

OUTGOING TELEGRAM

China

NUMBER: 650
TO: Chungking
RECEIVED: 17 September 1945 - 4:00 p.m.
DISPATCHED: 17 September 1945 - 4:30 p.m.
Clear

1. Voluntary Agencies United Nations approaching UNRRA Headquarters expressing desire to participate under UNRRA auspices supplementary activities China.
2. Advise general situation with reference to admittance representatives voluntary agencies not now adequately represented for purposes surveying needs, developing and operating supplementary projects.
3. Is mission in position to suggest specific supplementary projects which might be supported by voluntary agencies?
4. Have there been specific developments in handling voluntary agency matters as reported in minutes meeting 26 April 1945 reported C-158, 1 May 1945?
5. Sydney office advises availability one or more Jewish voluntary teams for work with displaced persons Jewish origin Shanghai area. Teams composed of following:
Team 1. Senior and Junior doctor, two trained one partially trained nurse, quartermaster mechanic, sanitation officer, welfare officer, driver, dietitian cook;
Team 2, doctor, one trained one partially trained nurse, quartermaster mechanic, two welfare officers, two sani-

- 2 -

tation officers, two drivers, one mechanic, one cook.
Request you clear with CNRRA and advise us if such
teams needed.

Drafted by:
LHenninger/KNMarshall
14 September 1945

DISTRIBUTION:

DG - 2
SDDG - 1
FE - 5
FA - 1
PT - 5
SER - 4
H - 3
W - 2
DP-C - 1
DP - 2
SUPPLY - 15
FILES - 2

(FREE BOOKS)

UNRRA

OUTGOING TELEGRAM

S WPA

NUMBER: 200
TO: Chungking
DATED: 30 May 1945
DISPATCHED: 31 May 1945 - 3:15 p.m.
Clear

Cabling Sydney your 235 to advise you direct re Australian
New Zealand volagency plans China. Sayre requested ascertain
South Africa volagency plans China.

Drafted by:
Max Silverstein
Welfare Division
30 May 1945

DISTRIBUTION

DG (2)
SDDG (1)
OCM (2)
DA (1)
FE (1)
Serv. (4)
W (2)