

FRAN

TELEGRAM RECEIVED ON 8TH MARCH 1945.

FROM : YUGAID  
TO : MIDEAST

DATE : 7TH MARCH 45.  
NO : 42

Agree Halsall be assigned acting chief accountant  
on temporary and part time basis permanent assignment to  
be considered later when our requirements known.

/st.

DISTRIBUTION

MR. YOUNG : ACTION  
SIR W MATTHEWS  
MR. MILLER  
MR. ROSEMAN  
COL WEBB  
GREECE MISSION  
MR. A HALL  
MR. IRWIN  
MR. OAKLEY HILL  
MR. HODDINOTT  
CAMPS DIVISION  
HEALTH DIVISION  
WELFARE DIVISION  
DISP PERSONS DIV  
INDUS REHAB DIV  
AGRIC & FISH DIV  
PUBL RELATIONS DIV  
COL MAXWELL



file  
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17 May, 1945.

TO: George Xanthaky  
FROM: Jozo Tomasevich  
SUBJECT: Communications desired.

To discharge its work properly the Yugoslav desk will have to obtain the copies of the following communications:

- (1) Incoming cables from Belgrade and other places in Yugoslavia; Bari; Tirana and other places in Albania, and Ruvo; as well as copies of all other incoming cables that have any reference to relief and rehabilitation operations in Yugoslavia and Albania, especially London and Caserta cables, or are connected with rendering of relief to displaced Yugoslav and Albanian nationals abroad.
- (2) Outgoing cables pertaining to all Yugoslav and Albanian matters, irrespective of where they go.
- (3) Copies of incoming letters, documents, reports, etc., pertaining to Yugoslav and Albanian matters whatever the source. The dispatch room should separate the various copies, send us our copy and distribute other copies to the respective divisions. When there is but one copy of a communication we would like to have this for a few moments to make a note of it and we will forward it to the division indicated.
- (4) I would suggest that all Missions in the field be advised to send to the Headquarters three, instead of two, copies of all documents pertaining to supply (one for us, one for the commodity branches, one for the proposed country coordinating desk in the Bureau of Supply).
- (5) I would like that the Yugoslav-Albanian desk receive all the UNRRA material that the Yugoslav Branch received up to now.
- (6) Also all the informational material, such as British News Digest, F.C.C. reports, etc., that the Yugoslav Branch received up to now.

3 March 1945

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M. Menshikov

Loda Mae Davis

Division of Distribution functions between Country  
Missions, ERO, and Headquarters

Attached is an outline of functions of distribution  
staffs at mission, regional, and headquarters levels.  
They are stated in terms of specific operations which  
follow the flow of goods from the port or entry point  
to the ultimate consumer.

Transportation is mentioned two or three times as it is  
essential to distribution. However, transportation  
functions are not outlined since they lie in Dr. Hostie's  
province.

May I discuss this with you? I should like to send  
a copy to the ERO and the country missions *as soon as possible*.

CC: Lloyd  
Gordon ✓  
Mayer  
*Brown*

LMDavis:er



This is a draft of a covering memo to be sent to Chiefs of the following missions and the Distribution Division, ERO.

5 March 1945

TO: Chiefs of the following missions:  
Greece  
Yugoslavia  
Italy  
China  
Poland  
Czechoslovakia  
China  
Distribution Division, ERO

FROM: Distribution Branch, Headquarters

SUBJECT: Division of Distribution functions between Country  
Missions, ERO, and Headquarters

The attached statement outlines in general the nature of the distribution function which UNRRA may expect to perform in any areas receiving UNRRA aid.

In Section\_\_ is discussed the types of responsibilities which a mission in a\_\_ paying country may have to assume. Since conditions vary considerably from country to country, This is to be considered as a broad interpretation of the functions which may be undertaken by a country mission in accordance with the Resolutions of the Council and the Agreement entered (or to be entered) into with\_\_.

May we have your comments for revision of this statement as it applies to\_\_.

This memo will be followed by a second statement interpreting distribution policy as it is stated in Resolutions 2 and 7.

3 March 1945

TO: M. Menshikov  
FROM: Loda Mae Davis  
SUBJECT: Division of Distribution functions between Country Missions,  
ERO, and Headquarters

Below is our concept of the division of the specific functions of UNRRA as they relate to distribution at the different UNRRA office levels:

I. Functions of Country Missions

A. Paying countries

No function and no distribution representatives in country missions. We believe recent developments indicate that UNRRA cannot justify distribution representatives in paying countries unless conditions change and requests are made later by the governments.

B. Germany

At the moment it cannot be determined whether UNRRA will have any distribution function in connection with the movement of displaced persons in Germany. UNRRA may be called upon to perform the functions necessary for the internal operation of assembly centers—planning the amount and type of supplies needed and indicating to the military these needs; operating or supervising warehouses, supervising handling and preparation of food, and distribution of other supplies to displaced persons. In that case some warehousemen and personnel to plan distribution of supplies among assembly or other relief centers will be needed.

C. Non-paying countries

1. During a military period

UNRRA's responsibilities depend upon agreement with military, developed in conjunction with the responsible government or authority. Even during military period policy should be to get government to assume maximum responsibility possible and to use normal channels of distribution wherever practicable. UNRRA's distribution functions may include:

- a. Checking, inspecting, and unloading and loading supplies at ports, storage, or distribution centers.
- b. Assisting in or conveying supplies to storage or distribution centers.
- c. Develop plan for setting up distribution depots schedule flow of supplies. Recommend how supplies are to be distributed, in what quantities, through what channels, amount and method of free distribution, who are to receive supplies, rations,



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- prices, how control over use and price are to be attained.
- d. ~~Assisting~~ in physical distribution of supplies at feeding or assembly centers, government or military supply depots, or ~~advicing~~ on best ways to handle such operations.
  - e. Acting as observers of any of the above operations to report such things as
    - 1. Needs for consumer goods and extent of local supplies.
    - 2. Availability of transportation in different areas,
    - 3. Improper storage or handling of supplies, where and how losses can be reduced.
    - 4. Extent and nature of black market operations and suggestions for better control.
    - 5. Inability of population to purchase their minimum rations.

2. During the post-military period or when UNRRA is operating independent of the military

This is the period during which most of UNRRA's operations will be carried out. All arrangements will be developed in cooperation with the responsible government or authority. UNRRA's functions may be of three kinds: those concerned with the physical checking or moving of goods, with the physical distribution of goods, and with observing that distribution is performed in accordance with the intent of resolutions 2 and 7.

1. Checking and handling of goods

- a. When goods are turned over to recipient government at sea, at port of entry, or border, with no UNRRA representative present to check shipment:

UNRRA has no function in checking, transporting, warehousing, or distributing supplies either at port of unloading or after they reach the country.

- b. When goods are consigned to a chief of mission, later to be turned over to the recipient government or to be used for an UNRRA program.

- 1. Check, inspect, and clear goods at dock, dispatch from dock.
- 2. Prepare delivery orders and other documents to turn goods over to representative of government.
- 3. Warehouse UNRRA shipments or those to be delivered to government from warehouse.
- 4. In those cases where UNRRA may operate or control certain transport equipment, to move shipments to designated storage or distribution centers.

2. Assisting government or authority in the physical distribution of consumer goods.

In most countries it is anticipated UNRRA will have little



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responsibility developing plans for distribution, in carrying out the distribution process, or in suggesting methods of controlling prices or rationing. It will render them assistance only when requested to do so by the government or authority. Such aid should be confined to periods of acute emergency, and the aim should be to get the government to accept full responsibility as quickly as possible.

Functions may be similar to those outlined in C-1-b, c, and d above. They may be advisory solely or include assistance in moving, storing, and distributing supplies.

### 3. Observing the process of distribution

The intent of Resolutions 2 and 7 we believe to be that UNRRA is concerned only that there shall be adequate control to assure that the people in greatest need shall get their fair share of UNRRA and domestic supplies, according to need rather than purchasing power, in so far as this is reasonably possible with limited supplies and transportation facilities. It is not the intent to require that any specific method of control or of distribution be used. If equitable distribution can be better obtained either by reducing or by increasing the extent or number of controls, UNRRA can interpose no objections.

In general distribution observers may do these things, according to conditions within a given area and arrangements worked out with the proper government authorities.

- a. Enter warehouses or distribution centers, check warehouse records to discover whether supplies are properly handled, are moving out where needed.
- b. Check the flow of UNRRA supplies from ports or warehouses to points of distribution to consumers. ~~UNRRA is concerned that supplies be distributed~~ To determine whether regions are obtaining supplies according to need in so far as supplies and transportation permit and that local supplies are being used effectively. Checking will probably be confined largely to spots where it appears serious breakdowns or discrimination is occurring.
- c. Observe how distribution to civilians is being handled, whether distribution outlets are adequate, ration cards appear to be equitably distributed, rations are obtainable at legal prices, essential goods are obtainable by destitute groups and institutions serving them, certain dealers or groups of consumers are <sup>not</sup> favored.
- d. Check government records or reports showing UNRRA supplies received, on hand, and distributed.
- e. Report to mission chief needs for additional UNRRA supplies and whether those being received meet needs of the area.



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To perform these functions, observers need to be permitted to talk to government officials, tradesmen, civilians, welfare workers and others, and to have freedom to travel into relief areas. Suggestions involving modifications in government plans of operation should be taken up at the mission level with the proper government officials.

## II. Functions of European Regional Office

The distribution functions of ERO fall into these general categories:

### 1. Relationship between ERO and country missions

- a. Prepare, in consultation with the government, an initial budget of staff and resources required by country missions for executing distribution, warehousing, and inland transportation programs. Review subsequent budgets submitted by country missions, subject to final Headquarters approval.
- b. Provide initial instructions to the distribution, inland transportation, and warehousing staffs; and through Mission Chief, continuing technical advice on these activities as outlined in Section I.
- c. Exchange representatives with country missions or when necessary organize liaison or exploratory missions to field offices.

### 2. Relationship between ERO and Headquarters

- a. Develop preliminary plans in conformance with policy determined at Headquarters and furnish information relative to distribution, warehouse, and inland transportation operations within each area of UNRRA operation.
- b. Develop organization and functions of the Distribution and Inland Transport Division within the powers delegated to ERO by Headquarters. This will be based upon the functions for country missions outlined in Section I of this memo.
- c. Develop the budget for the Division, subject to Headquarters approval.
- d. Regularly consult with and keep Headquarters informed on impending and current major developments and plans on how UNRRA supplies are being distributed, needs of the missions for personnel, suggested changes in policy.

## III. Functions of Headquarters

Headquarters, through the Distribution and Inland Transportation Division of the Bureau of Areas, is charged with the following responsibilities:

1. Review and advise the Director General on all policy questions affecting distribution. The specific nature of these problems is outlined under Section I on "Functions of Country Missions." A separate memo is being drafted on Headquarters interpretation of distribution policy.

M. Menshikov

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3 March 1945

*and country missions*

2. Transmit to ERO, through the proper channels, interpretation of UNRRA policy as it is concerned with the distribution of UNRRA supplies in recipient countries.
3. Keep currently informed, both through communications and interchange of personnel, on all distribution problems for the areas covered by ERO.
4. Outline the type of reports to be prepared by the country missions; on distribution operations; analyze reports for the Deputy Director General of the Bureau of Areas and the Director General.

LMDavis:er



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23 February 1945

Contain  
by  
Daniel  
Hause

To: E. G. Arnold  
Richard R. Brown  
Robert L. Brown  
Leda Mae Davis  
J. F. Hostie  
Victor Rodnov  
Frank Weisl  
George Xanthaky ✓

From: William G. Welk W/W

Subject: Monthly Report of the Bureau of Areas to the Director General

As you know Mr. Menshikov is quite concerned with bringing about an improvement in the Bureau's monthly report to the Director General. As he said during the meeting which he called recently on this subject he feels that the monthly report of the Bureau should give a precise, factual summary of the main events which occurred during the month. The summary should be detailed enough to permit the reader to obtain a clear impression of what the main elements in a particular situation are and of what part the Bureau of Areas has had in dealing with them. Mr. Menshikov believes that the role played by the Bureau of Areas should be emphasized and that the Bureau's opinions about controversial issues should be clearly stated even though they may be at variance with opinions held by others at Headquarters. In Mr. Menshikov's view the report should be such that both members of the Bureau of Areas and other members of the UNRRA staff who read it, both at Headquarters and in the field, can really learn something from it.

As you recall, during the meeting mentioned above several suggestions were made as to a procedure through which the report could be improved and the time needed to turn it out shortened. It was suggested that each division should have its own monthly report ready and a copy of it in my hands on the last day of the month. Mr. Menshikov has since told me that this should be changed to the morning of the day preceding the last day of the month.

To facilitate my task in preparing the Bureau's report from the various divisional reports I would suggest that you might wish to proceed as follows in preparing the report for your division:

(1) Look over the sections referring to your division in the Bureau's last monthly report so as to be able to achieve continuity in any further statements which you may wish to make about the topics there mentioned.

(2) Begin your own monthly report with a summary in which you would describe briefly the most important events of the month in very much the same manner as you would wish to find them described in the monthly report of the Bureau. It would help too, if you were good enough to arrange the various topics dealt with in this summary in the order of the importance which you attribute to them and number them accordingly. These summaries, prepared by the various divisions themselves, would give me a good start on the monthly report for the Bureau and would permit me to produce, more effectively and rapidly, the kind of document Mr. Menshikov wants.

(3) Have your monthly report, with the above described summary, in my hands promptly on the morning of the day preceding the last day of the month.



February 22, 1945

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To: Charles House  
Joel Gordon ✓

From: Paolo Contini *P*

Subject: Relations between the Bureau of Supply and the Bureau  
of Areas

In a meeting held several weeks ago between Mr. Gold and the staff of the Southern European Division, it was agreed that the heads of the country branches would be called in the Bureau of Supply meetings at which allocations to the Southern European countries would be decided. In addition, it was agreed that the Southern European Division would be kept regularly informed on supply matters concerning Greece, Albania, Yugoslavia and Italy.

As far as the Italian Branch is concerned, this agreement has not been carried out. The following are some instances of lack of consultation or information:

1. Without consultation with the Italian Branch, it was decided to curtail the number of trucks promised to the Italian Mission from 138 to 24 in the first shipment. This would have seriously affected the operations of the Italian Mission and, in view of the previous commitments made by the Chief of the Mission with the Allied and Italian authorities, it would have been a serious blow to UNRRA's prestige. At the request of the Southern European Division, the matter was further discussed and it was finally decided to raise the number of trucks to 76.
2. The Italian Branch was not consulted during the preparation of the January and February loading programs for Italy. Information on this program was obtained indirectly and not through the Ocean Shipping Branch.
3. Without consulting with or informing the Italian Branch, amendments were made to the January and February loading program which in some cases substantially affected the shipments to Italy. For example: the amount of blankets was curtailed by 75% and the number of passenger cars which had been promised to the Italian Mission was curtailed by 70%.
4. A program of supplies to be sent to Italy for the first quarter of 1945 was prepared without consulting with or informing the Italian Branch, although the latter had provided the Bureau of Supply with a complete list of requirements for the same period which was prepared in accordance with the order of priority indicated by the Italian Mission.

5. For over a month after it had been decided to curtail the transportation previously promised to the Italian Mission, the Mission Chief was kept uninformed of the changes made in the program. Such omissions are likely to be detrimental to any planning that the Chief of Mission may make on the basis of previous assurances received from Washington.
6. Mr. Dominick refused to give any information on shipments to Italy to be included in the Bureau of Areas monthly report on the ground that all such information should be given by the Bureau of Supply and it is "none of our business" to include it in the Bureau of Areas reports.

In order to improve the present unsatisfactory situation, may I suggest that an agreement be reached between the Bureau of Areas and the Bureau of Supply on the following points:

- a) The heads of the Bureau of Areas branches should be regularly called in the meetings in which allocations of supplies to the countries with which they are concerned are decided. The branch heads should also be consulted before making any changes in previously agreed supply programs.
- b) In case of any changes in the shipping schedules which are due to conditions beyond the control of the Bureau of Supply, the Bureau of Areas branch heads and the Chiefs of Mission should be promptly informed.



20 January 1945

To: Benj. Eckhaus

From: Joel Gordon

Subject: Rationale for Statement on Function of Bureau of Areas  
under Proposed Delegation to Regional Offices of  
Responsibility for Immediate Supervision of Country Missions.

I am setting forth in this memorandum my analysis of the functions to be performed by the Bureau of Areas at Headquarters if and when responsibility for immediate supervision of country missions in Europe is delegated to the London regional office and for country missions in the Far East to the Far Eastern regional office. This memorandum states the rationale for the statement of functions submitted to you in a separate memorandum.

The job to be done by the Bureau of Areas at Headquarters under such an arrangement cannot be considered independently of the functions to be performed at Headquarters by the technical divisions and the Bureau of Supply and of Finance and Administration.

The Bureau of Areas is the only organizational unit at headquarters which deals with all UNRRA operations for a specific area and is therefore the only group capable of providing coordinated consideration of UNRRA country problems at the headquarters level. Apart from the functional problems of distribution and transport and of camp operations, the Bureau of Areas handles no problems which are not related to some functional field -- such as, health, welfare, displaced persons, supply, budgeting, etc. However, it deals with these problems in a quite different way than the functional bureaus:

- (1) It integrates the handling of varied functional problems so that they are consistent with and complementary to one another;
- (2) It brings to bear on the handling of individual functional problems the country point of view so that the action taken is adapted to the peculiar needs of the country;
- (3) It expedites the prompt handling of the problem more or less as the special representative of the field mission at headquarters; and



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(4) It provides currently a consolidated picture of all operations in a given area.

In all these matters, except the last, the Bureau of Areas achieves its objectives by recommending action to other divisions or bureaus or by reviewing actions proposed by them. It does not deal with these problems independently. From this it follows that insofar as responsibility in various functional matters is delegated to the regional offices, the functions of integrating, expediting, and review from a country point of view by the Bureau of Areas are correspondingly reduced.

What briefly will be the nature of the job performed by other bureaus and divisions under this delegation of responsibility and how will it affect the job to be done by the Bureau of Areas?

If direct day-to-day supervision of country missions is delegated to the regional office, headquarters as a whole would necessarily restrict its activities with respect to mission operations to the following:

(a) Establishing policy "ab initio" or reviewing policies proposed by the regional offices for the purpose of assuring (1) that policies conform to the agreement and Council resolutions, and (2) that uniform policies are applied both in Europe and the Far East.

(b) Establishing procedures in such matters as require a strictly uniform approach, such as accounting and statistical reporting.

(c) Over-all a general review of proposed operating plans and of actual operations of country missions and of the regional offices to assure the Director General that responsibilities delegated to the regional office are being carried out efficiently and expeditiously by regional offices.

(d) Direct operation in matters falling outside the scope of country missions, such as the procurement of supplies in contributing countries or the final determination of supply programs in the light of available global supply and shipping.

The various bureaus and divisions of headquarters may be grouped as follows in the light of the extent to which they will perform the above functions.

(1) Health, Welfare and Displaced Persons Divisions. These divisions could logically perform only functions (a) and (c).

(2) Bureau of Supply. This bureau would be concerned with functions (d) in addition to (a) and (c), and to some extent would find it necessary to perform function (b) in matters of supply.



20 January 1945

(3) Bureau of Finance & Administration. This bureau would necessarily be involved in activities of all of the types enumerated above and more than any other organizational unit would perform activities in function (b).

If this analysis is assumed to be correct, it will affect the functions of the Bureau of Areas as follows, bearing in mind that the peculiar contribution of the Bureau of Areas is in integration, expediting, bringing to bear a country point of view and providing a consolidated picture of country operations.

(1) Policy formulation (function "a"). Since this function relates to general policy applicable to all countries the Bureau of Areas has no special contribution to make in this area other than general advice and consultation, except for the fields of Distribution and Transport and of Camps.

(2) Establishing procedures (function "b"). Since this function relates to uniform procedures applicable to all countries, the Bureau of Areas has no special contribution to offer in these matters, except insofar as they relate to its own functional areas of Distribution and Transport, Camps and Reporting.

(3) Overall review of operations (function "c"). The Bureau of Areas has an important contribution to make and a real responsibility in this area.

(4) Procurement of supplies in contributing countries (function "d"). The Bureau of Area operations has no peculiar contributions to make in this area since it does not relate to mission operations.

(5) Supply allocations and shipments to country missions (function "e"). The Bureau of Areas has a contribution to make here from the point of view of reviewing such determinations in relation to the peculiar conditions in each country and expediting mission operations.

#### Summary

The restatement of functions attached to my separate memorandum is based on the above analysis.



Draft  
Joel Gordon  
19 Jan 1945

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Suggested Functions of Bureau of Areas  
Restated in Light of Delegation to London  
of Responsibility for Supervising Mission

1. To serve as the coordinating channel through which all communications which relate to the planning or operation of relief and rehabilitation programs for liberated countries pass to and from the regional office, in order that such communication may be coordinated into a consistent and well balanced effort and that there may be a single unit within UNRRA informed as to all activities within any geographical area. For this purpose, all such outgoing communications shall be cleared with and transmitted by the Bureau of Areas.

2. To issue over-all directives and policies and to expedite and facilitate the decisions on questions of policy involving other bureaus and divisions at headquarters, including matters relating to materials, supplies and personnel needed for any field missions.

3. To review from an over-all point of view the general character of operating plans developed for country missions and the actual operation of field missions in order to assure the Director General that an integrated plan has been developed by the regional office or its mission for each area, that the actual operation of country missions is being efficiently and expeditiously administered by the regional office and missions under its supervision, and that a reasonably uniform operational pattern is followed in all areas. To this end:

(a) To receive from the regional office, review and approve from an over-all point of view the general character of operating plans for each mission.

(b) To receive from the regional office and review from an over-all point of view reports on actual operations of each country mission, including statistical reports of operations and to issue general directives based on such review.

(c) To consult and give technical advice to personnel in the regional office concerned with operation of field missions and to inspect in the field the over-all operation of country missions.

4. To participate with the Bureau of Supply in the analysis of each country's requirements and in the development of plans for the procurement, stockpiling and related arrangements incident to the serving of each country and concur in the final decisions made with respect to such matters.

5. To assist the regional office in the formation of missions whenever it is determined by the Director General that UNRRA will undertake any field



activity in a country. This responsibility shall include the suggestion to the Director General of individuals to serve as chief of mission and the nomination of individuals for administrative, distribution and camp management posts and the review of technical personnel proposed for assignment by other bureaus and divisions solely to assure their suitability as members of the field missions to which they are assigned, and to make necessary arrangements for the preparation of such personnel for field service and for their transportation to the field.

6. To provide general technical advice and develop general policies and standards for the guidance of the regional office in the working out of detailed operating plans for:

(a) The distribution of food, clothing, supplies and materials in each area within which UNHRA will operate and the provision of personnel competent to direct such distribution plans under the direct administrative supervision of the chiefs of mission. This function is to be exercised so as to insure adherence to conditions specified or implicit in allocations and in the acceptance of contributed supplies and will be carried out with full information and in cooperation with the Bureau of Supply to assure such adherence;

(b) The management of camps.

7. To provide technical advice and general supervision to personnel assigned to regional offices to perform an area coordinating function.

8. To develop and, in cooperation with the regional office, to operate a system of uniform statistical reporting on operations of country missions.

9. To develop general guides for the use of the regional office for the assembly of all available information as to general characteristics and conditions obtaining within any area with which UNHRA is concerned, including basic demographic, economic and industrial intelligence; to receive such reports from the regional office; to obtain such data available in this country; and where appropriate to make such materials available to the divisions or bureaus for their information and use.



Draft  
Joel Gordon  
19 Jan 1945

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Draft  
Joel Gorden  
19 Jan 1945

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6. To provide general technical advice and develop general policies and standards for the guidance of the regional office in the working out of detailed operating plans for:

(a) The distribution of food, clothing, supplies and materials in each area within which UNHRA will operate and the provision of personnel competent to direct such distribution plans under the direct administrative supervision of the chiefs of mission. This function is to be exercised so as to insure adherence to conditions specified or implicit in allocations and in the acceptance of contributed supplies and will be carried out with full information and in cooperation with the Bureau of Supply to assure such adherence;

(b) The management of camps.

7. To provide technical advice and general supervision to personnel assigned to regional offices to perform an area coordinating function.

8. To develop and, in cooperation with the regional office, to operate a system of uniform statistical reporting on operations of country missions.

9. To develop general guides for the use of the regional office for the assembly of all available information as to general characteristics and conditions obtaining within any area with which UNHRA is concerned, including basic demographic, economic and industrial intelligence; to receive such reports from the regional office; to obtain such data available in this country; and where appropriate to make such materials available to the divisions or bureaus for their information and use.

30

4 January 1945

To: Michail Menshikov

From: George Xanthaky

Subject: Comments on Two Organizational Memoranda Developed in ERO  
(a) Organization of European Office  
(b) Proposed Division of Responsibility as between Headquarters and ERO

(a) Organization of European Office

X  
The internal organization of the regional office in London is a matter of secondary interest to the area divisions and does not directly affect our divisional operations at headquarters. We would offer the following comments for consideration for whatever value they may be:

1. Since the Deputy Director General for Administration has no immediate responsibility for staff functions of personnel, administrative services etc. (which are assigned to the Executive Secretary), his main responsibilities are for liaison with member governments and the military on general policy. What is meant by "general policy" and how do such matters of general policy with which he will deal differ from those for which the Director General himself is responsible? It is assumed that matters of general policy on supply and operations will be the responsibilities of the Deputy Director General for Supply and Operations respectively? If so, how will the general policies with which the Deputy Director General for Administration deals differ from those handled by the other Deputy Director Generals?

2. In general, the allocations of responsibility to the Deputy Director General's for Administration, Supply and Operations do not seem clear cut, appear to overlap and the rationale for the division of responsibility is not always apparent:

Special examples are the following:

a. The Deputy Director General for Administration is assigned responsibility for "accounting, budget, personnel and administrative services" (II,(a)(1)). However, the Executive Secretary of the



4 January 1945

Council is responsible for "direction of all common services (including communications, personnel, finance, office organization as well as for the secretariat"; at the same time the latter official has status "independent of the individual Deputy Director Generals and has responsibility to the Council as a whole".

b. The Deputy Director General for Administration has "responsibility for liaison with European member governments in the field of general policy". The Deputy Director General for Operations necessarily has similar relations by virtue of his day-to-day mission operations. It is somewhat difficult to see the line of demarcation even in the light of the statement that "the Deputy Director General for Administration will exercise his responsibilities" in such a manner as to encourage and facilitate but not curtail relationships of the Departments of Supply and Operation with the Allied Governments.

c. The Deputy Director General for Administration is responsible for "general relationships with the military authorities and voluntary societies" but at the same time "the liaison officer for military affairs and for voluntary societies will be administratively responsible to the Deputy Director General for Operations on operational matters." Is this distinction practicable and will it be understood by the military and voluntary societies?

d. It is our opinion that the proposal for the establishment of a Department of Operations would be the most constructive measure for achieving coordination of field activities.

e. The recommendations with respect to Displaced Persons might be reviewed in the light of the working arrangements developed for headquarters between Displaced Persons, Camps, and Welfare Division. In countries, where displaced persons is UNRRA's only operation, it might be desirable to retain the general mission structure with a Chief of Mission who would be technically qualified to supervise displaced persons operations.

(b) Proposed Division of Responsibility as Between Headquarters and the European Regional Office

The following comments are offered within the framework of the Director General's statement that it is his desire to "entrust a large and increasing responsibility for carrying on all day-to-day operations" not only to missions but to field and regional offices. These comments are therefore restricted to the nature of the delegation to the regional office in London and not to any basic question of delegation per se.



4 January 1945

1. The memorandum contains no definition of the functions to be delegated to country missions; this to our mind is more important possibly than the delegation to the regional office from headquarters. In many instances, functions are recommended for delegation to the regional office which might better be delegated to missions, and in fact, already have been under existing directives; e.g. preparation of budget schedules, control allocation of recruitment

2. The statement of functions to be allocated to the regional office leaves the following functions to the Bureau of Areas in Headquarters:

a. Delegation of responsibility for country programs. Since it has already been decided that supervision of country missions in Europe is to be delegated to the London office, this function no longer exists at headquarters.

b. The receipt of reports from ERO cover: (1) field missions and country operations, draft agreements, minutes and notes of communications with governments affecting area operations, instructions to chiefs of missions, etc. (2) social, economic and political conditions in countries (3) recruitment allocations (4) conditions of field service (5) development of over-all policies on distribution (6) plans for camp operations and (7) training programs.

There is no indication of what the function of the Bureau of Areas at headquarters is with respect to these reports other than to receive them.

No other functions for the Bureau of Areas at headquarters are indicated in the memorandum. This raises the question as to what specifically the functions of the Bureau of Areas at headquarters would be under this arrangement.

3. With respect to the delegation on supply, the question might be raised as to how the ERO can analyze and appraise the country mission submission of supply estimates, since this involves global consideration and review in relation to supply and shipping factors known only at headquarters. Such review will need to be performed by headquarters in any event and will duplicate the review of ERO.

4. The division of responsibility on other functions is of such a nature that constant communication and information will be necessary so that both headquarters and the regional office are fully informed on all details. This situation may be an unavoidable consequence of decentralization to ERO.



4 January 1945

To: Michail Menshikov  
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 Subject: Comments on Two Organizational Memoranda Developed in ERO  
 (a) Organization of European Office  
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4 January 1945

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4 January 1945

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30  
26 December, 1944

TO: H. E. Caustin (2) P. W. Kuo (2)  
Thomas M. Cooley (3) M. Menshikov (12)  
John J. Corson (10) Morse Salisbury (2)  
A. H. Feller (2) Wilbur A. Sawyer (2)  
Roy F. Hendrickson (12) Francis B. Sayre (2)  
Hugh R. Jackson (2) M. Socolowski (1)  
Conrad Van Hynning (2)

FROM: John J. Corson

SUBJECT: Two Organizational Memoranda Developed in the E.R.O.

- (a) "Organization of the European Regional Office"
- (b) "Proposed Division of Responsibility as between Headquarters and the E.R.O." - Comment requested by 6 January 1945

Attached are copies of the above two memoranda which are of basic interest to all members of the Staff at Headquarters as well as in the E.R.O. and the Field Missions.

1) Organization of the European Regional Office

As you will see, the memorandum on the organization of the E.R.O. was developed by the staff there in collaboration with the Director General and myself during the latter part of November and first part of December. The more significant points in the memorandum are:

- (a) The emphasis given in Section I to the responsibilities of the Administrative Council for the effective performance of the activities delegated to the E.R.O.; and the manner in which decisions of the Administrative Council will be carried out.
- (b) The delegation in Section II to the Executive Secretary in the Department of Administration, of the responsibility for the direction of all the common services in the E.R.O. in order to facilitate and coordinate internal administration.
- (c) The establishment in Section III of a Department of Operations to more fully coordinate and integrate the work of the several divisions within the E.R.O. as well as UNRRA activities in the field. This new Department encompasses the activities heretofore performed in the divisions of Displaced Persons, Health, Welfare, and the Department of Areas.



- (d) The statement in Section III (d) that uniform application of UNRRA general policies is to be achieved through the delegation by the Director General to the appropriate departments or bureaus at Washington of responsibility for all technical direction of the global, functional and administrative services of UNRRA.
- (e) The recognition in Section III (e) of the international characteristics of the displaced persons operation.

2) Proposed Division of Responsibility as between Headquarters and the E.R.O.

The memorandum concerned with the division of responsibility between Headquarters and the E.R.O. was developed through consultations among the E.R.O. Staff and with those of us from Headquarters who were in London. It represents the views of each of the several organizational units in the E.R.O. as to the functions and activities which can effectively be performed there if responsibility is delegated to that office. It has been reviewed carefully by the Administrative Council and should now be reviewed in detail by the interested bureaus and divisions here. It is clearly understood in the E.R.O. that these statements would be submitted to the appropriate bureaus and divisions here for review and such revision, after consideration, as may be necessary.

Will you, therefore, let me have, by the 6th of January, a memorandum containing the concurrence, comments or recommendations of your Bureau, Functional Division or Office. Such analysis as is necessary will be made of these comments for the consideration of the Director General, and the preparation of a communication to the E.R.O. for your review subsequently.

- 3) If you have any questions or comments concerning the organization of the E.R.O., which you would like to present, I will of course be glad to have a separate memorandum from you on that subject.
- 4) As mentioned in the 18th of December memorandum of the Director General, "Organization of the E.R.O.", these two documents were developed in a most constructive and objective manner by the Staff of the E.R.O. for the purpose of making UNRRA more effective. I hope that at Headquarters we can now use these documents as a basis for developing more efficient means for the working together of these two offices.

Attachments (2)



18th December, 1944

MEMORANDUM

TO: The Administrative Council

Sir Frederick Loith-Ross...D.D.G. Administration  
Mr. Nicolai Feonov.....D.D.G. Supply  
Mr. Ed. Rhatigan.....D.D.G. Areas (Acting)  
Mr. Geo. S. Mooney.....Executive Secretary

Copies to: Mr. Dudley Ward...A.D.D.G. Administration  
Mr. R. Herbert....A.D.D.G. Supply  
Mr. T.T. Scott....Director D.P. Division  
Sir George Roid...Director Welfare Division  
Dr. Topping.....Director Health Division

and to all Staff members of the European Regional Office

FROM: Herbert H. Lehman - Director-General

SUBJECT: ORGANIZATION OF THE EUROPEAN REGIONAL OFFICE

During the past several weeks, I have talked with most members of the Executive Staff of the E.R.O. about the organization of this office. As well, we have discussed this problem at three meetings of the Administrative Council. These discussions emphasized the need, of which I had been aware, for a thorough appraisal of the organization of the E.R.O.

It is gratifying to be able to advise you that we have collaboratively agreed upon the principles, organization and action set out in Sections I, II and III of this Memorandum. Their purpose is to achieve the following objectives:

- (1) Make the three-member Administrative Council an expeditious and decisive unit capable of performing the administrative tasks of an operating office.
- (2) Improve the effectiveness of the administrative services (i.e., Communications, Establishment, Personnel, Finance, etc.) of the E.R.O.
- (3) Co-ordinate within the E.R.O. and in each country in which UNRRA serves the activities of each of the functional divisions and the departments.

(In order to have a complete picture of the E.R.O. organization, I have attached hereto (Appendix) that portion of the memorandum of the 23rd February 1944 entitled "Office for Europe" (later modified by my cable of July 21st) wherein was set forth the responsibilities of the Department of Supply.)

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I. EQUIPPING THE ADMINISTRATIVE COUNCIL TO FUNCTION AS A DECISIVE HEAD OF THE E.R.O.

- (a) There can be no doubt that the E.R.O. must have an effective administrative head. This Head is the Administrative Council.

(This authority of the Administrative Council was established in the original statement defining the organization of the "Office for Europe", 23 February 1944 and in Cable No. 418 "Personal from Lehman for Salter and Administrative Council" July 21, 1944. It is reaffirmed here.)

The Administrative Council is responsible for the effective performance of all activities delegated to the European Regional Office, and for the supervision and direction of each regional department carrying on activities in the area assigned to the E.R.O. It will be composed of three members - the Deputy Directors General in charge of (1) Administration, (2) Supply and (3) Operations (as subsequently described in Section III.)

- (b) The exercise of such authority at a time when operations are being carried on, and, even now, prior to the peak of operating activities, requires expeditious and decisive action. Members of the staff must be assured that operating problems, with which they are confronted from day to day; can be disposed of promptly and decisively.
- (1) To provide such expeditious and decisive action, it is important that the Administrative Council take stock with appropriate members of the E.R.O. staff, of its present processes, and consider whether they make possible such expeditious and decisive action. Such relatively minor considerations as the scheduling of meetings, the preparation of agenda, the conducting of discussions during meetings, the precision with which questions are concluded after discussion, and the assignment of responsibility for the effectuation of decisions; are all questions which deserve consideration, in order to insure that the most expeditious decisive action possible is provided.
- (ii) To perform its administrative responsibilities for the overall operation of the E.R.O., it is essential that each member of the Council shall be privileged to place on the agenda, for consideration by the Council, questions relative to any phase of the Office's activities, and not alone questions pertinent to the department he heads.
- (iii) In the event of disagreement within the Council, the majority's view will prevail, subject to the right of appeal to the Director General to be exercised on the initiative of a dissentient member. When an appeal is made to the Director General, action will be suspended, if, in the opinion of the majority of the Council, this will not be detrimental to the interests of UNRRA.



(iv) Council Decisions will be made effective as follows:

1. Where the decision concerns the business only of one department, by the Deputy Director General of that department, or, on his instructions.
2. Where the decision concerns the overall internal administration of the E.R.O., by the Executive Secretary.
3. Where the decision represents the position of the E.R.O. in overall external affairs, by the Deputy Director General for Administration.

II. MAKING MORE EFFECTIVE THE ADMINISTRATIVE SERVICES WITHIN THE E.R.O.

(a) Under the existing arrangements the Deputy Director General for Administration has the following functions:

- (1) general responsibility for finance and administration including Treasury, accounting, budget, personnel and administrative services;
- (2) responsibility for maintaining effective relations between the Office for Europe and the Committee of Council for Europe, and for liaison with European Member Governments in the field of general policy;
- (3) general direction of the Secretariat and for providing secretarial and technical assistance and reporting for the C.C.E. and its Sub-Committees;
- (4) responsibility for liaison with the military authorities, legal section, public relations section and general relations and negotiations with voluntary organizations.

(b) The Deputy Director General for Administration is also Chairman of the Administrative Council but this does not give him any superior position to that of the other Deputy Director Generals, nor does it involve any administrative tasks other than those devolved upon him as Deputy Director General for Administration unless specifically authorized by the Administrative Council.

(c) The Executive Secretary's responsibilities have been such as "from time to time assigned to him by the Administrative Council". As Executive Secretary he has had responsibility for giving effect to the decisions of the Administrative Council and for control of communications with Headquarters and in this respect his status is independent of the individual Deputy Director Generals and he has responsibility to the Council as a whole. In addition he has been responsible under the Deputy Director General for Administration for the general work of the Secretariat and has undertaken a number of functions relating to budget control, accommodation and other common services.



- (d) With the development of the work of the Administration and the increased speed at which the machinery will have to work when operations increase, it is desirable to relieve the Deputy Director General for Administration as much as possible of responsibilities for internal administration so that he can devote more time to the external problems. Therefore, the Executive Secretary will be responsible hereafter for the direction of all the common services (including communications, personnel, finance, office organization as well as for the Secretariat). The Executive Secretary shall continue to consult the Deputy Director General for Administration when he regards this as necessary on issues of general policy.

The Deputy Director General for Administration's functions remain unaltered but he will primarily concern himself with general policies relating to financial, political and public relations matters and general liaison with the military authorities and voluntary societies. He continues to be responsible for communications to the Committee of the Council for Europe and for relationships with the Allied Governments. His responsibilities for these relationships, however, will be exercised in such a manner as to encourage and facilitate but not curtail relationships of the Departments of Supply and Operations with the Allied Governments. Similarly, the Deputy Director General for Administration will be responsible for general relationships with the military authorities and voluntary societies, but the liaison officers for military affairs and for voluntary society affairs will be administratively responsible to the Deputy Director General for Operations on operational matters.

- (e) In order that the arrangements shall work effectively, it is essential that the Deputy Director General for Administration be kept informed by the other Deputy Director Generals of any action taken affecting policy insofar as they did not regard it as necessary to consult him beforehand. Similarly, the Deputy Director General for Administration and the Executive Secretary will work in close co-operation, and the precise demarcation of their functions is a matter for arrangement between them as found necessary.

### III. PROVIDING CO-ORDINATED AND INTEGRATED ACTION WITHIN THE E.R.O. AND IN ITS SERVICES TO EACH COUNTRY

- (a) In the past, co-ordination has been sought through the activities of the Administrative Council and the Department of Areas. The Administrative Council has essentially been responsible for co-ordinating the work of the several departments and divisions within the E.R.O. The Department of Areas has been responsible for the co-ordination of activities in the Field. There are substantial evidences that the machinery which has been used for these purposes has not been successful in attaining the essential co-ordination.
- (b) Hence, there is established, a new Department of Operations. This Department of Operations will be headed by a Deputy Director General, who, in addition to the Deputy Director General in charge of the Department of Supply and the Deputy Director General in charge of Administration, will make up the Administrative Council.



- (1) The Deputy Director General for Operations will be responsible for the direction, supervision and co-ordination of the activities now performed by the divisions of Displaced Persons, Health, and Welfare and the Department of Areas, through the heads of these functional divisions and such units as may replace the Department of Areas within the new department. Its primary purpose will be to make effective in the field, as an integrated operation, the services of each of the functional divisions and all other units making up the E.R.O.
- (c) Each of the organizational units of the E.R.O., which becomes a part of the Department of Operations shall be directly and fully responsible to the Deputy Director General in charge of the Department of Operations. While recognizing the technical responsibilities of the respective functional divisions, this officer will be responsible for assuring that the plans, and subsequently, operating advices of the several functional divisions incorporated in this Department are sound and integrated with those of each other division.
- (d) In order that the Director-General can translate into action the will of the Council and the Central Committee, it is necessary that there be a uniform application of all general policies, both functional and administrative, in all areas where UNRRA operates. Responsibility for the technical direction of the global functional and administrative services of UNRRA is a function delegated by the Director-General to the appropriate Departments or Bureaux at Washington. The relationship between Washington Headquarters' Directors and the European Regional Office, is, therefore, one of technical direction aimed at achieving uniform application of general policies and not that of administrative supervision. Such technical direction shall be communicated by the Washington Directors to the European Regional Office staff through the Administrative Council. The Administrative Council, may, at any time, request reconsideration of general policies, or advices as to their application from the respective functional divisions at Headquarters and, failing to agree with the reconsidered decision, may appeal to the Director-General.
- (e) The responsibility of the Deputy Director General in charge of Operations for the supervision and co-ordination of activities in the field of displaced persons, requires some further comment. These statements are not intended to limit in any way, the authority of the Deputy Director General to direct, supervise and co-ordinate the activities of the Displaced Persons Division. These comments are made necessary only by the international characteristics of the displaced persons operation.
- (1) In each country, where an UNRRA mission is established the displaced persons activities relating to that country shall be carried on by that mission through a representative of the Displaced Persons Division, responsible for all operating activities to the Chief of Mission. In the operation of individual assembly centres or in the handling of mobile displaced persons, the Displaced Persons representative shall as necessary be assisted by representatives from other functional divisions. These representatives shall work under the immediate direction of the Displaced



Persons representative but shall have the right of communicating through him, with their respective divisions. Similarly, the divisions they represent shall have their right of communicating with them and giving them any directions on technical matters, provided such communications or directions are forwarded through the Displaced Persons representative. These arrangements are without prejudice to the responsibility of the Displaced Persons representative to the Chief of Mission in the country concerned.

(ii) The carrying on of displaced persons activities within each country through the Country Mission, involves the necessity of channeling all direct contacts in the country between members of the staff of the Displaced Persons Division in the E.R.O. and the officials of the country served, through the Mission and its Chief. This is not to prohibit the Director of the Displaced Persons Division at Headquarters, or the Director of Displaced Persons Division in the E.R.O. making such trips to the field as are necessary for a first-hand understanding of problems; or inspection of activities, but it does require that such activities will always be integrated with the activities of the Chief of Mission and the members of the Mission.

(iii) The relations of the Displaced Persons Division with the Military Headquarters, and with operations subsequently, in Germany, must be dealt with separately.

While these activities must be subject to the supervision and co-ordination of the Deputy Director General for Operations, they should be handled by the Displaced Persons Division (with such assistance as is requested from other Division) directly and without the co-ordinating supervision of a chief of mission. Essentially this means that the Displaced Persons Division may have direct liaison relationships with SHAEF, and, subsequently, a distinct organization for the carrying on of displaced persons activities in Germany. While all activities of the Displaced Persons Division will remain subject to the direction, supervision and co-ordination of the Deputy Director General for Operations, those organizational units that are created to provide liaison with the military authorities on displaced persons questions and to carry on displaced persons operations in Germany, shall be directly and immediately responsible to the Displaced Persons Division of the E.R.O.

Inasmuch as this plan has developed from the objective, critical analysis, and in a sense from the self appraisal of the staff members of the E.R.O., it promises to be a most constructive step in the progress of the Administration. It is to be put into effect immediately, and I hope that by January 1st the necessary implementing instructions and orders will have been issued in order that all members of the E.R.O. staff can know what effect, if any, this plan may have upon his duties or working relationships.



## A P P E N D I X

### Deputy Director-General for Supply

The Deputy Director-General for Supply has general responsibility for supply matters in the Office for Europe and is administratively responsible for the direction of those activities delegated to the regional office which are comparable in function to those assigned to Bureau of Supply at Headquarters.

The Deputy Director-General will be responsible for:

1. Assembly and co-ordination of requirements, forwarding these to Headquarters with any comment he desires to make.
2. Arranging for the procurement of supplies pursuant to delegation of authority from Headquarters.
3. Exercising initiative in obtaining for UNRRA use surplus military materials which are needed in the UNRRA programme.
4. Maintaining appropriate commodity delivery and receipt records.
5. Arranging for storage and shipping facilities incident to the delivery of supplies to the European areas pursuant to the procedures and delegations issued from time to time.
6. Supervising such commodity storage and shipping staff and divisions as become necessary to administer the programme effectively.

While the Deputy Director-General for Supply is responsible for the above areas of activity he shall request other Deputy Directors-General in the Office for Europe to assume responsibility in association with him in any of these matters where it is his opinion that the UNRRA programme will be effectively forwarded.



STAFF OF E. R. O. AS AT 15th DECEMBER 1944

Salary Group	U. K.	U. S. A.	USSR.	Canadian	Australian	Brit. Col.	French	Belgian	Luxembourg	Dutch	Polish	Czech	Greek	German	Totals	Grand Total
£-2000 and above	7	3	1	1					1						13	
£ 1500 and above	13	14		2			1	1			2				33	
£ 1150 and above	14	4		1			1			1		2			23	
Principal Officer and Officers in the PO range																
£ 800 - £ 1150	34	3		1			1			1	1	2	1		44	
Administrative Officer Gr. I	31						1	1		1		2	2		38	
Administrative Officer Gr. II	30							1			1	4			36	
Administrative Officer Gr. III	80		1					1			1	5			88	
Per Diem Group Consultant														1	1	
Secretaries Sh/typists																
Typists-clerks	223	1	2	1		1	1			1	6	9			245	
Messengers, etc	61														61	
																582
MISSIONS & D.P.																
FIELD SERVICE																
£-2000	1														1	
£ 1500 and above	4	1		1	1										7	
£ 1150 and above	4						1								5	
£ 800 - £ 1150	70	2	1					2		2	3	7			87	
Under £ 800	29									1	1				31	
																131
	601	28	5	7	1	1	6	6	1	7	15	31	3	1		713



Estimated Personnel Requirements for Major Area Divisional  
Functions, by Man-days, for First Six Months of 1945

*Self* 30  
*later view*  
*per*  
*gangs*

Requirements in Man-Days			
Tech. & Prof.	Adm. & Sup.	Cler. & Steno.	Total

I. Man-days available, 1st 6 months of 1945 (@ 156 man-days per employee)

II. Estimated allocation of man-days by major divisional functions

A. Development of plans for area operations

1. Collection and summarization of information, data & materials	20	20	10	50
2. Diffusion of information to other organizational units	30	10	40	80
3. Formulation, review and revision of overall area plans	10		10	20
4. Coordination of technical programs into area programs	30	10	30	70

B. Administration of area offices and field missions

1. Original development and revision of organizational and administrative plans	30		10	40
2. Issuance of policy directives and operative procedures	10		10	20
3. Development and control of field and area budgets	10		16	26
4. Administrative handling of field communications	20		16	36
5. Handling and expediting of admin. requests from field	10		10	20
6. Recruitment, processing, training and arranging for transportation of field personnel				

C. Review and analysis of field operations

1. Collection of materials from reports	56	56	20	132
2. Analysis of materials from reports	20	20		40
3. Preparation of summary and analytical reports	20	20		40
4. Field visits and reporting based thereon	36			36

D. Participation in the supply program

1. Review of requirements & supply situations & proposed supply programs	56	10	40	106
2. Provision of area materials to Bureau of Supply	40	10	40	90
3. Expedition of supply programs of different countries	30		40	70



Requirements in Man-days				
	Tech. & Prof.	Adm. & Sup.	Cler. & Steno.	Total
E. Relationships and liaison outside UNHRA				
1. With member governments (not including U.S.)	20		10	30
2. With U.S. Government (including the Military)	20		10	30
3. With Committees of the Council				
F. Headquarters Administration				
Total allocations of Man-days	468	156	312	936



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

9. November 1944

TO: H. E. Caustin (2) P. W. Kuo (2)  
Thomas M. Cooley (3) M. Menshikov (12)  
John J. Corson (10) Morse Salisbury (2)  
James A. Crabtree (2) Francis B. Sayre (2)  
A. H. Feller (2) M. Sokolowski (1)  
Roy F. Hendrickson (12) Conrad VanHynning (2)  
Hugh R. Jackson (2)

FROM: Herbert H. Lehman

SUBJECT: Functions of the Bureau of Areas and Relationships  
between Headquarters and the European Regional Office.

Since I am leaving the city shortly, I think it will be well if I confirm the conclusions we reached on 2 November when we discussed problems arising out of recent relationships with the European Regional Office, and related problems as to the functions of the Bureau of Areas at Headquarters and its relationship to the European Regional Office and the Bureaus and Divisions at Headquarters.

I must first reaffirm my desire to develop a decentralized administration. This means we will entrust a large and increasing responsibility for the carrying on of day to day operations to missions, field and regional offices. This will necessitate a continuing and substantial effort on the part of each Division and Bureau to define those responsibilities which can be delegated and then to insure that our field and regional offices are encouraged and expected to perform those delegated functions without reference to Headquarters.

Specifically, with respect to our relationships between the European Regional Office and the Headquarters staff, this policy of decentralization will mean:

1. The European Regional Office is responsible for the direction and supervision of the day to day operation of UNRRA in all areas now assigned to that office and those subsequently assigned to it. This responsibility comprehends the planning, direction and supervision of operations within the framework of those functions delegated to that office by the Director General or by any Bureau or Division head in his behalf; it will increase as each Bureau and Division is able to define further functions which can be delegated.
  - (a) The responsibilities of the European Regional Office are set forth in general terms in paragraphs I and II of the Minutes of a Staff Meeting of 11 May 1944. (Excerpt attached Exhibit A)



9 November 1944

2. The European Regional Office shall report to the Director General through the Office of Regional Liaison. This Office shall be responsible for expanding and developing the present system of inter-communications between the two offices to increase the mutual understanding of problems confronted at each office. It shall, as well, continue to be responsible as heretofore for the receipt, assignment and follow-up on all cables and other communications received from the European Regional Office.
3. The Bureau of Areas at Headquarters will continue to be responsible for the general coordination of plans; the facilitation -- not direction -- of operations; and the assembly of personnel appointed by each of the several Divisions and Bureaus at Headquarters -- not their selection -- for those areas not assigned to the European Regional Office. The Bureau of Areas will only be responsible for the review or consideration of problems and communications from the European Regional Office which are assigned to it by the Office of Regional Liaison. These problems will be those which arise from operations and require an understanding of the geographical areas involved, or problems relative to camp management or distribution.
4. Acceptance of the principle of decentralization will require that each Division and Bureau shall presume when reviewing recommendations submitted by the European Regional Office that the recommendation is founded on a greater knowledge and understanding of local conditions and problems than can be available at Headquarters, and that the recommendation has been carefully considered and weighed in the light of this understanding of pertinent factors.
5. The European Regional Office is subject to direction and review by the Director General in all the activities it carries on. It is responsible for the supervision of operations and functions delegated to it, subject to such review and general direction. It is simultaneously responsible for the submission of all new questions of policy, with recommendations, to the Director General for decision. Before making a decision, the Director General will obtain the counsel of such members of his staff as he deems pertinent and desirable.

In addition, I think our discussion generally reaffirmed previous decisions which we have taken as to the responsibilities of the European Regional Office and of the Bureau of Areas. The decisions to which I refer are those which are set forth in the Minutes of a Staff Meeting held on 11 May 1944, previously referred to, and Mr. Corson's memorandum of 1 July 1944 entitled, "Organization and Administration of the Bureau of Areas" which we discussed and approved in my office on 17 July 1944. (Exhibit B attached)

In Mr. Corson's memorandum of 1 July, the general responsibilities of the Bureau of Areas were defined on pages 4 to 7. On pages 6 and 7, four "Points of Emphasis" were made which seem to me to deserve repetition at this time, in order to clarify the relationships between the Bureau of Areas and the several Bureaus and Divisions at Headquarters.



9 November 1944

Since I will want to consider this entire problem further during the time I am in London, and since there is insufficient time to develop a more precise Administrative Order defining the functions and responsibilities of the Bureau of Areas and its relationships to the European Regional Office before I leave for Europe, I would like to ask that you be guided by this restatement of our organizational relationships and that copies of this memorandum and the documents referred to be brought to the attention of every member of your staff whose work involves an understanding of these organizational relationships.

Attachments 2

Exhibit A

Exhibit B



EXHIBIT A

- i. Functional Directors serving in the European Regional Office are not subject to the administrative supervision of the D.D.G. for Areas and Services.

They should report at all times to the Director General, their relations to the D.D.G. for Areas being the same as their relations in Washington to the D.D.G. for Areas there.

- ii. That the Administrative Council should be replaced by consultations as and when necessary between those concerned in particular policy questions whether D.D.Gs., Directors or their Deputies, these consultations being arranged by the Executive Secretary, under directions of the present Chairman of the Council; the former officer become Executive Secretary of the London Office instead of the Council.



26 July 1944

TO: All Bureau and Division Heads  
FROM: John J. Corson  
SUBJECT: Organization of the Bureau of Areas.

The attached memorandum on the above subject is being released for informational purposes in order that it will be available to members of the staff. Some slight changes from the original memo have been made in the attached, in accordance with the discussion held in the office of the Director General on 17 July, as set forth in the "Notes" covering that meeting. This memorandum will be followed by an Administrative Order, as the text states, which will set forth the functions, powers and responsibilities of the Bureau of Areas and define its relationship with other bureaus and divisions of the Administration.

Attachment



CONFIDENTIAL

1 July 1944 (Revised)

TO: Herbert H. Lehman, Director General

FROM: John J. Corson, Deputy Director General

SUBJECT: Organization and Administration of the Bureau of Areas.

In response to your request I have, during the past few weeks, considered the organization and administration of the Bureau of Areas. During this period, I have discussed the matter on a succession of occasions with M. Menshikov, Deputy Director General in charge of the Bureau of Areas, and with several members of his staff. In addition, I have had an opportunity to discuss with representatives of most of the other Bureaus and Divisions their understanding of the functions which are or should be assigned to the Bureau of Areas. Analyses of the work currently being handled by the Bureau of Areas as reflected by copies of cables received and prepared within that Bureau, and of personnel actions and job descriptions as well as budgets originated or reviewed within that Bureau have contributed some further basis for the comments and recommendations offered here.

Current Evidences of the Problem

The need for some consideration at this time of the organization and administration of the Bureau of Areas arises, I believe, from the following evidences. These evidences should not be construed as criticisms of this Bureau or its staff but as indications of the difficulties with which the Bureau has been confronted, and the absence of a clear understanding by other bureaus and divisions of the role to be played by the Bureau of Areas.

1. Recurring instances of friction and differences between the Bureau of Areas and the functional divisions and other bureaus in their planning for field operations;
2. Confusion among the headquarters staff as to the responsibility of the Bureau of Areas for field activities now being carried on through the London Regional Office and immediately for field personnel being recruited for temporary assignment to that office;
3. Delays in the recruitment of personnel for the Balkan Mission and the processing of actions essential to the individuals traveling to a foreign post, and confusion as to the responsibility for such recruitment and processing;
4. A diffuse and apparently confused administration within the Bureau resulting from occasional direct dealing of various officials of UNRRA with members of the staff of the Bureau of Areas without any notice or information of such relationships being brought to the attention of the Deputy Director General;



5. Uncertainty as to the responsibility of the Bureau of Areas at headquarters for programming and field operations as distinct from the responsibilities which are delegated to the London Regional Office.

#### Restatement of Bureau Function

These deficiencies can not be corrected until a clear conception of the function to be performed by the Bureau of Areas is established. The functions of this Bureau were depicted in rather general terms in the memorandum of March 9, 1944, entitled "UNRRA Organization" by Sir Arthur Salter, Senior Deputy Director General. That description has been reviewed and interpreted in the course of the meetings held with you on May 10 and 11 during which the executive staff of UNRRA discussed the distribution of responsibilities between the Washington and London offices. These functions are further interpreted in the letter from Mr. Menshikov to Sir William Matthews, Chief of Mission dated May 9, 1944, describing the administration and budget for the Balkan Mission. They are spelled out more precisely in the preliminary job descriptions submitted by members of the staff of the Bureau of Areas in connection with the position classification survey and in the budget which has been established for this Bureau.

On the basis of these materials and the opinions expressed by Mr. Menshikov, members of his staff, and other bureau and division chiefs, it is possible to derive a restatement of the functions of this Bureau which may provide a sound foundation for the consideration of its organization and administration. My analysis of the problem suggests that the following functions should be performed by the Bureau of Areas at the Washington Headquarters, or through its representatives in such supervisory offices in the field ("regional" or "area" offices) as may be established:

1. To assemble all available information as to general characteristics and conditions obtaining within any area with which UNRRA is concerned, including basic demographic, economic and industrial intelligence, the reports and surveys available from other agencies of this and other governments, and reports from UNRRA's field staff, and where appropriate make such materials available to the divisions or bureaus for their information and use;
2. To serve as the coordinating channel through which all communications pass to and from UNRRA representatives in the field, planning or carrying on relief or rehabilitation activities with the representatives of any national government or in any country in order that such communications may be coordinated into a consistent and well balanced effort and that there may be a single unit within UNRRA informed as to all activities within any geographical area; 1/

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1/ Administrative Order No. 13, entitled "Preparation and Handling of Foreign Correspondence" will aid the Bureau of Areas in establishing such a channel of communications as is here required.



3. To inform itself as to the plans being developed by each Bureau and functional division of UNRRA (aided by the positive collaboration of each bureau and division), including participation with the Bureau of Supply in the analysis of each country's requirements and in the development of the plans for the procurement, stockpiling and related arrangements incident to the serving of each country, in order that a whole, integrated plan may be developed for each area within which UNRRA may operate;
4. To be responsible for the formation of missions whenever it is determined by the Director General that UNRRA will undertake any field activity in a country. This responsibility shall include the suggestion to the Director General of individuals to serve as chief of mission and the nomination of individuals for administrative, distribution and camp management posts and the review of technical personnel proposed for assignment by other bureaus and divisions solely to assure their suitability as members of the field missions to which they are assigned. In carrying out the responsibility for review of personnel, the Bureau of Areas shall develop criteria for judging the suitability of candidates for field work, and shall adopt procedures providing for (1) review, before investigation by the Personnel Division, of the senior and more responsible positions in field missions, i.e., Grade 12 and above, and review during investigation by the Personnel Division, of all other such personnel. This review is designed to permit the Bureau of Areas to raise with the recommending division or bureau any questions as to the suitability of an individual for field assignment (while assuming that the recommending division or bureau has adequately investigated the technical competence, integrity, and administrative effectiveness of the individual). Such questions must be raised promptly so that an early mutual agreement between the recommending bureau or division and the Bureau of Areas may be reached, or the question presented for decision to the Director General;
5. To expedite and facilitate the decisions on questions of policy and on matters relating to materials, supplies and personnel needed by any field mission;
6. To provide technical advice and develop detailed plans for the distribution of food, clothing, supplies and materials in each area within which UNRRA will operate and the provision of personnel competent to direct such distribution plans under the direct administrative supervision of the chiefs of mission. This function is to be exercised so as to insure adherence to conditions specified or implicit in allocations and in the acceptance of contributed supplies and will be carried out with full information and in cooperation with the Bureau of Supply to assure such adherence;
7. To provide technical advice and develop detailed plans, methods and standards for the management of camps and the provision of competent camp managerial personnel for assignment to missions where and when needed;



8. To provide technical advice and general supervision to personnel assigned to regional offices to perform an area coordinating function (e. g. Division of Areas and Operations, London Regional Office).

#### Organization of Bureau of Areas

To perform these functions, the Bureau of Areas may logically be organized in three major parts. The first of these parts will be made up of those units presently described as the Area Divisions. There are now four Area Divisions, i.e., Central and Eastern European Division, Far Eastern Division, Southern European Division, and Western and Northern European Division. These Divisions are responsible for assembling all available information with respect to the areas they cover and for coordinating the plans being developed by other bureaus and divisions of UNRRA for the respective geographic areas. The Divisions should be continued as presently constituted but with a clearer and more precise statement and understanding of their limited functions. Each Division should in this stage be engaged in the receipt and assembly of information and the seeking out of the plans of each other bureau and division of UNRRA. 2/ These Divisions should not be expected to direct or supervise the work of other agencies of UNRRA. Rather, theirs is the function of seeking out information, 3/ circulating information, assembling information, and through such efforts coordinating the planning of all parts of UNRRA in relation to their particular area. Their success in this effort will depend upon their ability to do harmoniously an aggressive job of ascertaining from each bureau and division the status of their plans for each area and country, and in turn demonstrating to each bureau and division that the Area Divisions possess data relative to the area or country which will facilitate their planning. As well, they will be responsible for the organization of missions, the review of personnel recommended by bureaus or functional divisions for assignment to missions and the facilitation of the work of field missions in their respective areas.

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- 2/ For example, in relation to the Bureau of Supply, the Area Division should be responsible for obtaining from the Bureau of Supply all essential data as to the estimated requirements within the particular area or country and as to the plans being developed for the provision of supplies required and arrangements for shipping. Such estimates of requirements will have been assembled upon the advice of the functional divisions and other data. The Bureau of Supply must, in turn, be prepared to make such information currently and continually available.
- 3/ The efforts of the staff of the Bureau of Areas to seek out information as to the plans and activities of each bureau and division must be met not only by a hospitable collaboration but a positive effort in each organizational unit continually to bring to the attention of these Area Divisions all pertinent materials and information that will facilitate the general coordination of plans and efforts within UNRRA.



The second principal part of the Bureau of Areas consists of two divisions each engaged in the functional supervision of activities to be carried on in the field. The first of these divisions is the Camp Division; the second, the Distribution Division. The Camp Division is in part a "functional division" similar to the Health and Welfare divisions. It is, as well, a coordinating division responsible for assembling services essential to the management of each camp. This division should be responsible for camps wherever they may be needed to accomplish UNRRA objectives. Its responsibility will include the development of plans for camps, of standards and methods of camp administration, and selection of personnel competent to manage camps, inspect camp operations and advise the responsible administrative officials in the field on camp management. This division should not be responsible for the direction or operation of camps: In such a dispersed operation as UNRRA, authority for actual operations in the field must be delegated to the responsible field official, the chief of mission. Moreover, it may not be necessary that camp managers or related specialists recruited by this Division be assigned to every mission.

The organizational character of the Distribution Division is similar. This division, too, is a functional division. It should be responsible for all phases of the distribution of goods and services including:

- (1) The planning for the distribution of goods and services through commercial channels;
- (2) the development of price control and ration policies;
- (3) the development of plans and methods for the physical movement of goods within a country, i.e., transportation, and
- (4) the development of plans and methods for the warehousing of materials and supplies to be distributed.

These functions will, of course, be carried on to the extent determined by the wishes of the Member Governments and in collaboration with those Governments.

It is to be hoped that a detailed distribution plan can be developed in advance of UNRRA's entry into each country which will indicate where and in what quantities supplies will be delivered, how they will be transported -- by truck, rail, water -- where they will be warehoused and what proportions will be distributed by direct giving to individuals or by sale through commercial channels. The selection and training of personnel to develop and subsequently administer such plans will, too, be the function of the Distribution Division. After, however, such personnel has been assigned to a field mission to carry out this activity the responsibility for day to day administration of the activity will be that of the chief of mission. Each of these headquarters divisions will communicate advice and information to the officials operating in the field through the respective Area Divisions of the Bureau of Areas, in the same manner as the "functional divisions," i.e., Health, Welfare and Displaced Persons, communicate through the Area Divisions.



The third part of the Bureau of Areas consists of several requisite facilitating staff services. These staff services include units responsible for the recruiting of personnel; the review of communications; the procurement of supplies and transportation for the headquarters staff and the assignment of stenographic and clerical personnel. These staff services also include a somewhat different type of service in the proposed Coordination and Liaison Division. This Division should be responsible for liaison between this bureau and other bureaus and divisions of the Administration wherever direct relationships between units within the bureau and other units of the Administration are not feasible. It should be responsible too for such additional liaison activities as the Deputy Director General assigns the Division as his personal representative. Finally, it will be responsible for liaison with those agencies of member governments which are preparing studies and analyses of areas in which UNRRA will operate. 4/ This liaison function should not be permitted to discourage or sever working relationships now maintained within UNRRA or between any unit of UNRRA agencies of the U. S. Government; rather, its function should be to seek out those areas where general information of value to more than one unit of UNRRA can be had and to assemble such data and make it available to those units within UNRRA that can utilize it.

The organization which has been described in the preceding paragraphs consists of a total of eight subdivisions of the Bureau reporting to the Deputy Director General. This number raises the question as to what assistance the Deputy Director General should have in carrying on the management of the Bureau. Undoubtedly, he will need a competent personal assistant who can relieve him of all administrative routine and assist him in the making of decisions on more substantial questions. He may, in the long run, need an assistant or deputy of even larger stature but at this time it seems preferable to delay the establishment of such a position and consider subsequently whether the span of control within the Bureau is so great that such a position need be established.

The accompanying chart depicts graphically the organization that has been described. For each unit precise functional statements can (and should be) developed promptly if this form of organization is accepted as best designed to accomplish the responsibilities of this Bureau.

#### Points of Emphasis

The effectiveness of this organizational structure in day-to-day performance will depend upon the clarity of understanding among and the acceptance by the staff of certain characteristics of the functions with which this Bureau is entrusted. These characteristics are:

1. The Bureau of Areas, and specifically the Area Divisions are not responsible for the creation of plans for functional activities in

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4/ This responsibility is further described in a draft Administrative Order, "Intelligence Liaison Service," which is ready for release at the time an Administrative Order is released pursuant to these over-all recommendations concerning the Bureau of Areas.



specified areas, (other than distribution and camp management). These divisions are responsible for the assembly of information and intelligence which will be of value to other bureaus and divisions in the construction of such plans, for seeing to it that each of those bureaus and divisions does construct such plans, and for bringing together the plans of those bureaus and divisions with a view to raising questions as to seeming duplication of effort or gaps in the total plan for the area.

2. The Bureau of Areas, and specifically the Area Divisions, will not direct or supervise the field operations of UNRRA within any area. This is the responsibility of the chief of mission. These Area Divisions will be responsible for seeing to it that each bureau and division is prepared to provide the chief of mission with plans and personnel for operations to be undertaken. Subsequently the Area Divisions will serve the Chief of Mission by expediting the responses to that official's communications and particularly his requests for decisions on matters of policy, for supplies and personnel. The chief of each Area Division, in short, will serve as a coordinator of plans and operations in the headquarters office and the facilitator and expeditor upon which the chief of mission may constantly rely for prompt attention to his stated needs.

3. The Bureau of Areas in its performance of functional responsibilities in the fields of distribution and camp management does not operate field activities. These two divisions plan, develop standards and methods to guide administrative personnel in the field, may inspect field performance, and will advise. This principle is essential to the effective performance of these activities on a decentralized basis; it is impossible to operate camps or to distribute supplies in the Balkans or any similarly remote area directly from the Washington headquarters office. These operating activities must be entrusted (as also the functional activities of other bureaus and divisions) to responsible field officials who are authorized to act, subject only to the guidance of centrally developed advices and standards communicated through the Bureau of Areas (the respective Area Divisions) and with the aid of personnel selected and trained in these functions by the headquarters bureaus and divisions.

4. The Bureau of Areas, in the formation of field missions, is not responsible for the determination of the technical competence of personnel selected by the functional divisions for assignment to the field. The Bureau of Areas shall review the recommendations of personnel to be assigned to field operations in order to establish records of the personnel available for field assignment, to facilitate all actions essential to their preparation for field assignment, and in order that it may raise any essential questions as to the suitability of a technically competent person for a particular field assignment.

These points have been stated in negative terms. They are purposely so stated in order that emphasis may be given to the coordinative and



facilitating characteristics of the functions to be performed by the Bureau of Areas. They are so stated, as well, in order that the balance of responsibilities between the functional divisions and bureaus of UNRRA may be placed in clear relief.

#### Essentials to Effective Administration

Effective administration will require not only the construction of an orderly organizational structure and the clear definition of the responsibilities of each subdivision of that structure. Effective administration of the Bureau of Areas will require as well, I believe, at least:

1. A clear definition of the general purpose and responsibilities of the Bureau of Areas and its relationships with other units of UNRRA;
2. a clear statement of the functions to be performed by each subdivision of the Bureau;
3. the understanding and acceptance of this statement of the functions to be performed by each subdivision of the Bureau;
4. the knitting of the total staff of the Bureau of Areas into a more effective integrated whole in order that the several members of the staff may be acquainted with the activities being carried on throughout the Bureau and have all information pertinent to their individual tasks;
5. that each individual member of the staff of the Bureau of Areas shall recognize his responsibility for continuously keeping the Deputy Director General in charge of the Bureau informed of his activities through the established supervisory channels, and shall deal with other bureaus and divisions and officers of the Administration only to the extent to which he has been assigned such responsibility by the Deputy Director General; in turn, officials throughout UNRRA must be expected to deal with the Bureau of Areas through the Deputy Director General or such of his assistants as he may designate.

#### Recommendations

While I have devoted considerable time to this problem during recent weeks, my analysis of the problems involved in the organization and administration of the Bureau of Areas has not been so extensive that I can with assurance prescribe remedies which will of themselves result in the effective functioning of this Bureau in the future. It should be recognized that the Bureau of Areas plays a key role in the whole organization of UNRRA. In the performance of its coordinative and facilitating responsibilities, the Bureau of Areas is an important integrated force and channel of communications for UNRRA and, hence, in its structure encompasses the most significant organizational problems with which UNRRA will cope.



1 July 1944 (Revised)

However, I believe it is possible to offer four recommendations, the acceptance of which will materially improve the effectiveness of the Bureau of Areas. These are the following:

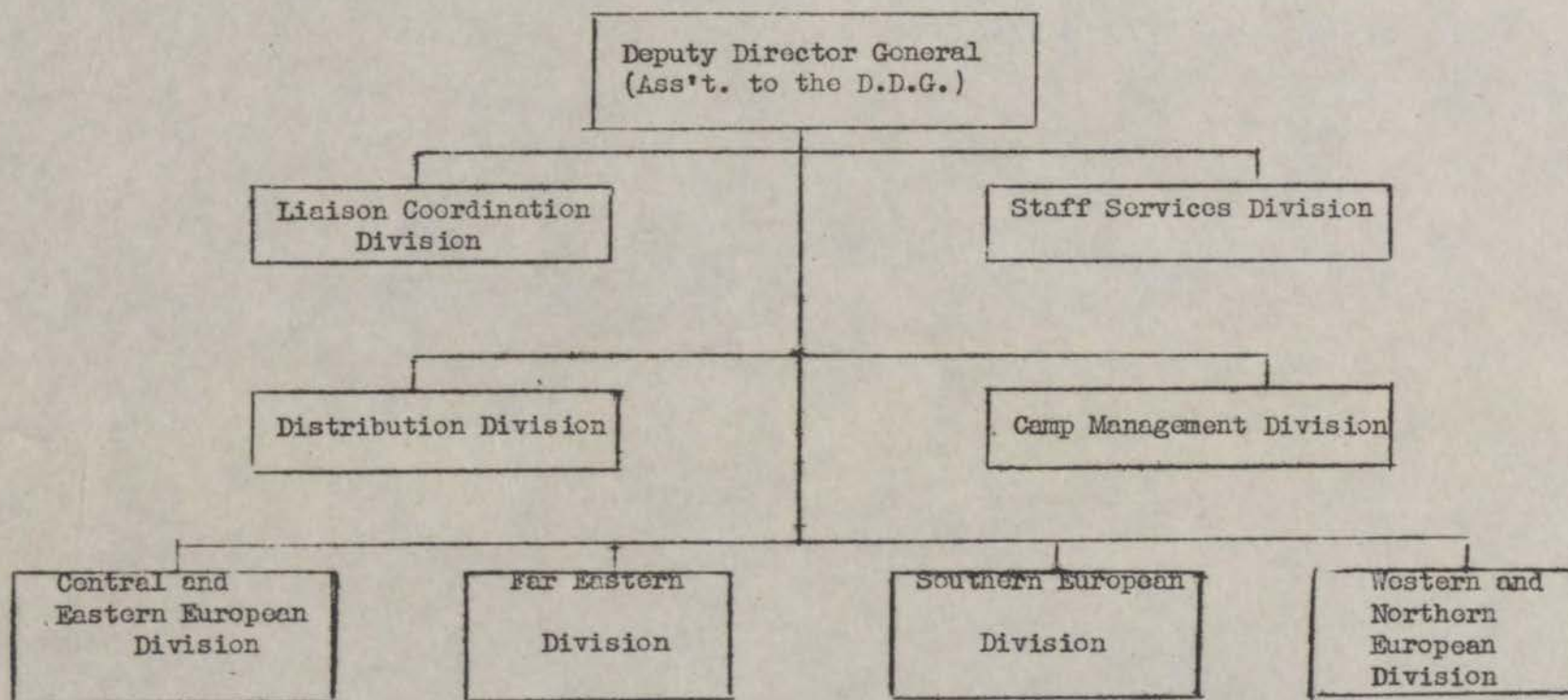
1. The organization and functional responsibilities of the Bureau of Areas and each subdivision will be restated in accordance with the general outline presented in pages 4 to 6 under the headings, "Organization of Bureau of Areas" and "Points of Emphasis." This restatement will be prepared by the Bureau of Finance and Administration, with the collaboration of the Bureau of Areas, in the form of an Administrative Order to be promulgated by the Director General.
2. The nature of this organization and the functional responsibilities shall be discussed with the several bureaus and division chiefs at a staff meeting to be conducted by the Director General.
3. The nature of this organization and the functional responsibilities of each subdivision of the Bureau of Areas shall be discussed in detail at meetings of the staff of the Bureau of Areas convened by the Deputy Director General in charge of that Bureau, with such assistance from the Deputy Director General in charge of Finance and Administration as he may desire.
4. Immediate efforts shall be made to fill each of the positions of division chief and assistant within the Bureau with competent and effective personnel.

The acceptance of these recommendations will, I believe, clarify the responsibilities of the Bureau of Areas, improve the relationships between the Bureau of Areas and other bureaus and divisions of the Administration, and increase the effectiveness of the staff of the Bureau of Areas itself.

In the long run, however, it is essential that further consideration be given to the nature of the complete field organization through which UNRRA will operate. Until this field organization is conceived, the responsibilities of such supervisory offices (these may be called "regional offices," "area offices" or by still another title) as may be established defined, and their relationships with the Bureau of Areas and the Office of Regional Liaison clarified, there will continue to be some misunderstanding and confusion. It would be desirable if it were possible to visualize the complete field organization that UNRRA will require when it has reached maturity. If this field organization could be envisioned and an orderly structure outlined within which the functions of such regional offices as will be established could be indicated, and the parts to be played in these regional offices by each of the several bureaus and divisions of the Administration and the Bureau of Areas, and the role of the Office of Regional Liaison made clearer, the organization and functions of the Bureau of Areas could be defined with greater precision and assurance. In the meantime, the steps recommended can be taken with the assurance that progress is being made.

Attachment







30

PROPOSED DIVISION OF RESPONSIBILITY AS BETWEEN HEADQUARTERS AND THE  
EUROPEAN REGIONAL OFFICE

1. The Director-General's memorandum of the 9th November on "Functions of the Bureau of Areas and Relationships between Headquarters and the E.R.O." lays down general principles of delegation to the E.R.O. The second paragraph of this memorandum is as follows:-

"I must first re-affirm my desire to develop a decentralised Administration. This means we will entrust a large and increasing responsibility for carrying on all day-to-day operations to Missions, Field and Regional Offices. This will necessitate a continuing and substantial effort on the part of each Division and Bureau to define those responsibilities which can be delegated and then to ensure that each field and regional office is encouraged and expected to perform those delegated functions, without reference to Headquarters".

In view of this general statement it has been thought desirable that the E.R.O. should indicate in detail the way in which the policy outlined in this paragraph might in their view be implemented. It is proposed in the following memorandum to do this in two stages. The first consists of formulating four general principles which should govern the relations between the two Offices. The second consists of indicating in precise terms the particular matters and way in which these principles should be applied.

2. The four general principles referred to above are as follow:

(a) Where there is delegation of administrative responsibility for a particular matter that delegation should be complete. If for any reason such delegation cannot be complete, then such reservations as are made should be quite definite and precisely laid down.

This appears to be essential in view of the difficulty of communication and therefore of detailed discussion between Headquarters and the E.R.O. In such circumstances, therefore, any responsibility should be of a simple and complete nature. Any division of responsibility which is complex or might require continual interpretation is hardly practicable.



(b) Matters of general policy will be approved at Headquarters. When initiated at Headquarters, the earliest possible opportunity should be taken to enable the E.R.O. to express its view with regard to them.

It is appreciated that a general policy does not always begin by an explicit attempt at formulation. Action sometimes precedes formulation, and a policy may only be formulated because it is found to be operating. Hence it may not always be possible to observe this principle exactly. It is appreciated, also, that the policy finally decided may be the result of prolonged consideration, involving many changes of view, and obviously the E.R.O. cannot be consulted throughout. But if the E.R.O. is consulted at an early stage, then any important considerations which the E.R.O. suggests can be taken into account in further study.

The above is not intended to suggest that all general policy will necessarily be initiated in Washington. There are at least two types of case in which this may not happen. The first is one in which the E.R.O. may ask for the approval or formulation of a general policy on some matter which has arisen in the course of its work. The second is where action in Washington seems to suggest that a general policy is developing, even though this has not been explicitly stated. In such a case the E.R.O. may wish to have the position clarified.

(c) There should be full interchange of information and views between Headquarters and the E.R.O. and in particular the E.R.O. should keep Headquarters fully informed as to developments relating to matters which have been completely delegated.

This provision is obviously essential for smooth working, and it is also intended to cover the consultation, if necessary, of one office by the other on matters for which the latter is finally responsible. (subject, of course, to the overriding authority of the Director General). In other words, the fact that the E.R.O. is empowered to decide on a matter does not mean that it should not consult Headquarters with regard to it.



(d) There should be arrangements in each office to ensure that any question or answer with regard to official policy or position is asked, or answered, on the authority of the office as a whole.

It is clearly desirable that Headquarters should feel assured that questions of official policy put to them have the authority of the E.R.O. and are not merely reflecting the opinions of individuals; the same considerations apply to communications from Headquarters. It is appreciated that this principle is broadly being observed already, but it seems desirable that it should be explicitly stated. At Headquarters the function of central review is now performed by the Office of Regional Liaison. The corresponding authority in the E.R.O. is the Executive Secretary, acting on behalf of, and where necessary in consultation with the Administrative Council.

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3. The following paragraphs contain statements setting forth in detail:-

- (a) Those matters on which there should be complete delegation,
- (b) Those matters on which there should be reserved delegation.
- (c) Those on which there should be complete reservation.
- (d) The type of information which should be exchanged where this is important.

A. SECRETARIAT

There are only two questions where division of responsibility arises in the Secretariat. They relate respectively to (a) Administrative orders; and (b) machinery for the control and distribution of papers and correspondence.

It is considered that these are both matters of internal organization which must be related to the conditions in the E.R.O. and, therefore, should be completely delegated to the E.R.O. In the case of Administrative orders this does not, of course, mean that these would be drafted without relation to the corresponding Headquarters' orders, but merely that the E.R.O. should not be tied to issuing exactly the same orders as Washington except where the material



itself is such as to make this necessary e.g. arrangements which must obviously be common to all U.N.R.R.A. offices.

Apart from these two matters no question of division of responsibility arises, though it is necessary that the work of the E.R.O. Secretariat should be co-ordinated with similar work at Headquarters. This, however, has broadly been satisfactorily arranged by correspondence.

B. DEPARTMENT OF ADMINISTRATION

1. Establishments and Organization Division.

(a) In order to enable efficient and prompt action to be taken it is considered that the following matters should be completely delegated (subject to the general policy and budget prescribed by Washington).

- I The organization, structure, and number of posts in the E.R.O.
- II The fixing of salaries and grades.
- III The making of appointments up to but not including appointments of the rank of a Director or above.
- IV The making of promotions and transfers.
- V Conditions of service.
- VI Rates and conditions governing the issue of travelling and subsistence allowances.
- VII Leave questions.
- VIII Personnel matters in general.

(b) The following are matters which must by their nature be reserved:-

- I Policy questions concerning the employment of neutrals and ex-enemy nationals and relations therewith.
- II Questions concerning funds administered centrally, e.g. Provident Fund Questions.
- III Questions concerning the general policy governing grades and salaries.



(c) It follows that all matters delegated to the Establishments and Organization Division as regards the staff of the E.R.O. must also be delegated as regards the staff of Missions for which responsibility has been assigned to the E.R.O. But in addition the following matters should also be delegated:-

- I The allocation of recruitment as between Allied nations
- II The issue of directives on staff matters to Missions
- III The supervision of establishments and organization to Missions
- IV The budgetary control of Missions
- V The expenditure of Missions

2. Finance Division.

In general, the existing arrangements for the division of responsibility between Head Office and E.R.O. are satisfactory.

An important question, however, is involved in the possible handing over to E.R.O. of missions in the European area at present controlled direct from Washington. It is essential in all such contemplated cases that the Finance Division of E.R.O. should henceforward be kept currently and fully informed, both by correspondence and by visits of E.R.O. Finance Division representatives, of the details of present budgets and expenditure in order that the actual transfer of authority and control may take place with as little delay and confusion as possible.

3. Information Division

(a) The Public Relations aspect of the work of the Information Division in Europe falls into two parts:-

- (1) The propaganda function of securing a maximum of support for, and understanding of U.N.R.R.A. in the liberated areas through the Governments' local press and European broadcasting services, etc.
- (2) The extraction out of those areas of as much publicity material as possible for dissemination in Britain and in other supplying countries through the Washington Office.



(b) The ultimate responsibility for the first of these functions should, it is suggested, be vested in the E.R.O. and the execution be carried out by the Information Officers on the London staff under a general policy agreed with the Administrative Council and in close consultation with the Chief of Mission. This arrangement would appear to be necessary since the European Service of the B.B.C. from London to these territories would draw their material from the E.R.O. as do the continental news agencies, Reuters, etc.

(c) As regards the second function, both Washington and London require pretty much the same character of coverage of the background conditions in liberated areas, and the activities that U.N.R.R.A. devotes to them in order to maintain public interest and support at home. In the areas assigned to the E.R.O. the responsibility for the official release of information from Operations Reports received from officers in the field should probably fall on the London Information Division who would keep Washington informed, and wherever possible, in advance. Which office is responsible for the release of such reports referring to operations in areas in Europe not assigned to the E.R.O. is a matter of convenience, but it is in any event essential that both Washington and London should be supplied with the reports, and should exchange information on the public use of them.

(d) Any authority assigned to the E.R.O. in the above matters would of course be delegated authority, and the E.R.O. would operate in accordance with general policies decided in Washington.

(e) Excellent understanding and cooperation has been developed between the Information Divisions in Washington and London, and it is essential that this should be maintained.

C. DEPARTMENT OF AREAS (1)

The determination of the delegation of responsibility for country programmes will lie with Headquarters. Such delegation will reserve responsibility for general policy and technical directives but will be complete as to administrative and operating authority. Therefore Policy

(1) Henceforward to be known as the Department of Operations.



determined at Headquarters governing the general purpose and objectives of missions, distribution, training, plans and consequent programmes will be followed by the Department of Areas as they are communicated to it by the Administrative Council. Technical direction and advice on functional programmes, i.e. Camps, Training, Distribution, will be sought of Headquarters by the Department of Areas.

1. Operations.

Once responsibility for a country operation has been delegated to the E.R.O., the Department of Areas will be responsible for the preparation of budget schedules including the control of allocation of recruitment for approved mission Budgets as between E.R.O. and Headquarters. This delegation will include responsibility for the supervisory and operating aspects of field missions as well.

2. Information.

The following information will be communicated direct to the Bureau of Areas at Headquarters from the Department of Areas, E.R.O.:-

- (a) Area Co-ordination Division will furnish regular reports covering field missions and country operations, draft agreements with European countries, minutes and notes of communication with representatives of the Governments affecting area operations, instructions to chiefs of field missions, etc.
- (b) Plans and Programme Division will furnish reports on:-
  - (i) Social, economical and political conditions in European countries.
  - (ii) Recruitment allocation as between London and Washington for country missions.
  - (iii) Conditions of field service, with special emphasis on clothing and equipment, and miscellaneous data on living conditions, which personnel recruited in Washington should know before departure.
- (c) Distribution Division will:
  - (i) keep in touch with Bureau of Areas regarding the development of overall policies of distribution.
  - (ii) Recommend to the Bureau of Areas arrangements which should be carried out by the Distribution Division in Washington with the Combined Boards in respect to the distribution policy of UNRRA in paying countries.



(d) Camps Division will keep the Bureau of Areas currently informed on plans for camp operations in Europe.

(e) Training Division Constant exchange of information concerning the actual training programmes being carried out in the two offices, and consultation on the technical aspects of training, will be necessary, in view of the fact that personnel will be recruited in both offices for field service in the same countries.

D. DEPARTMENT OF SUPPLY.

The question of division of responsibility here can be dealt with under four headings:-

1. Requirements Planning.
2. Determination of sources, quantities and kinds of supplies.
3. Allotment to "non paying" countries of (a) Financial resources  
(b) Available supplies.
4. Procurement.

1. Requirements Planning.

(a) The most authoritative information as to a country's needs is obtainable in the country itself. Hence it should be the task of the country mission to compile detailed programmes. This, however, must be subjected to critical analysis to ensure a reasonable consistency in standard as between countries and that the agreed "bases of requirements" are being observed. This critical analysis will give rise to questions to missions and may involve personal consultation. The work of analysis and appraisal should, therefore, be done by the E.R.O. in the case of missions responsible to it.

(b) The programmes so prepared and analyzed by the E.R.O. should be regarded as a basic programme but to be a subject of final approval by Headquarters. It is understood that it will be necessary for Headquarters to prepare programmes for the countries in question from the very beginning but when in the review of these programmes, questions arise which are of more than minimum importance and which require further consultation with the government concerned, the questions will be referred to the E.R.O. who will undertake such consultation.



(c) In any case where the European country mission is not responsible to the E.R.O. the mission should send a copy of its programme to the E.R.O. at the same time as it is sent to Headquarters and the E.R.O. should forward its comments on the programme to Headquarters.

2. Determination of sources, quantities and kinds of supplies available.

This is clearly a matter which must be reserved by Headquarters.

It is proposed, that (a) normally the E.R.O. should not make any enquiries on world supply questions (b) Headquarters should keep the E.R.O. currently informed on the world's supply position of commodities under review (c) the E.R.O. should keep Headquarters currently informed on the European and British Colonial supply position of commodities under review, and Headquarters should take the initiative in instructing E.R.O. as to what other commodities require investigation.

3. Allotment of (a) Financial resources and (b) Available supplies, to European countries.

(a) Financial resources.

This is a matter which must obviously be reserved by Headquarters but the decisions made at Headquarters together with their supporting details should be forwarded to the E.R.O. for its information and for such comment as it might seem competent to make.

(b) Available supplies.

(i) Paying Countries.

Since these countries will have direct access to the Combined Boards, the function of the E.R.O. can be one only of briefing Headquarters. To facilitate this briefing it is suggested that the European countries concerned should be invited to send a copy of their demands to the E.R.O. The briefing by the E.R.O. would consist of the requirements estimates and the E.R.O. commentaries on them both as to quantities and kinds and conformity with standards.

As regards sending a copy of the programme to the E.R.O., this would have the effect of keeping the E.R.O., and therefore the mission, fully informed.



(ii) Non-paying countries.

The question here is that of the division of supplies between different countries, and since it will be impossible to meet the needs of all the countries concerned, it is bound to raise controversial issues. Moreover it will not be sufficient for U.N.R.R.A. to see that by the end of operations all countries have had their fair share; the aim must be to maintain equitable distribution at all stages so far as conditions allow.

There are two problems:-

(a) The allocation over a period of supplies likely to come forward during that period.

Information as to the quantities of supplies from time to time available must be centralised at Headquarters, and within the financial limits laid down (and of course, the over-all requirements estimates) Headquarters would make allotments to Europe. It is suggested, that the division of such allotments among European countries for a definite period of time should be recommended by the E.R.O. subject to the approval of Washington; and in view of the controversial nature of the decisions that will have to be taken, and the fact that this may be thought to involve political risks to Governments, the C.C.E. should be asked to appoint a Sub-Committee to advise the Administration on broad policies governing the apportionment of supplies. We can be fairly certain that there would rarely be agreement on details, but this would ensure that every Government would be aware of the difficulties involved. In this connection it is also suggested that all European country missions for which the E.R.O. has been assigned responsibility should get their instructions as regards supplies from the E.R.O.

(b) The need to provide for "snap" decisions, especially in the early stages of operations.

In the process of operations, decisions as to the share of each country in each lot of a particular commodity immediately available for shipment should be taken by Headquarters subject to E.R.O. advice wherever practicable. It is suggested however that any such decisions



affecting goods afloat or landed should be taken in the E.R.O. and communicated to Headquarters at once. They should also be communicated to the Sub-Committee referred to above, at the first convenient opportunity.

#### 4. Procurement.

(a) Procurements programmes must be drafted by Headquarters, but it is suggested that the implementation of these programmes should be delegated so far as possible. It is desired by the E.R.O. that delegation within the U.K. or British Colonies should be limited only by global quantities and kinds, and by total budgetary allocation. These should be alternative maxima, and the E.R.O.'s powers would be exhausted on reaching whichever maximum was reached first.

(b) As regards indenting for spot or emergency supplies, it is suggested that the procedure should be that the mission should telegraph spot requirements to Washington, with repeat to London; the E.R.O. should cable its comments to Headquarters within a stated time; and with respect to items of a value not exceeding a certain amount per item with an upper limit of expenditure on that item per month, the E.R.O. should forthwith undertake procurement if it can get the goods cabling Headquarters to that effect.

#### E. FUNCTIONAL DIVISIONS.

I. The effective planning for, and subsequently, the conduct of, operations in those countries assigned to the E.R.O., make desirable and necessary, the delegation to each functional division, within the framework of the E.R.O., of the following responsibilities:

A. The development of plans for services to be provided by UNRRA in each country it serves. This will include:

(1) The organization of the Division, the development and submission of a budget with the necessary explanations, based upon the plans of operation for the Division, within the E.R.O., and the clear and definite



assignment of duties to the respective members of the Division staff.

(ii) The conduct of discussions pertaining to the Division's activities with representatives of the governments of countries to be served.

(iii) Similarly, the conduct of relations with the military authorities in control in the areas to be served;

(iv) The development of specific operating plans, based upon an analysis and study of all available information, for the services to be undertaken in the field, in consultation with the government involved or the appropriate military authorities, and in consultation with other E.R.O. Departments or Divisions, or Sub-Committees concerned.

(v) When necessary, the organization of liaison, or exploratory missions, which will undertake such services as are necessary for the development of adequate plans.

(vi) The preparation, as a primary part of the plans for operations in the field, of a budget as to the staff and resources needed to carry out the plans developed.

B. The effective direction of operations within each country in which UNRRA serves. This will include:

(i) The assignment to each country mission, or to each operation, of adequate personnel needed to carry out the program of services which has been planned.

(ii) The furnishing of clear initial instructions to the functional advisers, and the continuing proper direction, through the Chief of Mission, of the functional activities being carried on within each individual country.

(iii) The communication with the functional advisers in the country missions (through the Chief of Mission) relative to problems which they are encountering.

C. The consistent consultation with the standing technical Sub-committees for Europe.

D. The consultation with Headquarters, concerning future major developments and policies.



E. The prompt and regular reporting to the respective functional divisions at Headquarters, with respect to:-

- (i) The progress of field operations;
- (ii) The problems encountered in the field and the solutions offered;
- (iii) Regular periodic descriptive summaries of the work being carried on by the Division, the organization of the Division and its relation to other units within the E.R.O.

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II. Simultaneously, the effective discharge of the responsibilities retained for the functional divisions at Headquarters, involves the efficient discharge by them of the following duties:

- A. To review and advise the Director-General with respect to all questions of major policy, which arise in each respective functional field.
- B. To review, and advise the Director General, on all recommendations from the E.R.O. (or other Regional Offices) with respect to the expenditures of funds for either field administration or operational activities.
- C. To collect and collate all data and material evidencing the problems being encountered and the activities being carried on by UNRRA in their respective functional fields, in order to be able to advise the Director General, and in order to be able to provide at any time, a realistic and full picture of UNRRA's activities within the particular functional field.

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As drafted and revised by the relevant Departments and Divisions of the European Regional Office and concurred in by the Administrative Council with instructions that it be forwarded to the Director General for his consideration in consultation with the appropriate Departments and Bureaux at Washington.

Geo. S. Mooney  
Executive Secretary  
Administrative Council  
European Regional Office

London: December 18th 1944



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Southern European Division

<u>No.</u>	<u>Title</u>	<u>Grade</u>	<u>Current Control Budget</u>	<u>1945 Budget</u>	<u>Incumbent</u>
5301	Chief of Division	14	\$8,000	\$8,000	George Xanthaky
5302	Principal Analyst	12	6,000	6,000	T. Brunkard
5304	Secretary	6	2,800	2,800	J. Goodloe
5217	Admin. Assistant	7	3,200	3,200	B. Spellacy
New	Statistical Clerk	6		2,800	
5318	Stenographer	4	2,200	2,200	Liston
5319	Stenographer	4	2,200	2,200	Flamondon
5316	Prin. Analyst (Rumania-Bulgaria)	12	6,000	6,000	

Greek-Albanian Branch

156  
per  
person  
x  
b

5305	Chief of Branch	13	7,000	7,000	C. House
5306	Prin. Analyst	12	6,000	6,000	R. Blinn
5307	Sr. Analyst	11	5,000	5,000	Andritsakis
New	Analyst (Albania)	12		6,000	
5308	Secretary	5	2,400	2,400	Conway
5309	Stenographer	4	2,200	2,200	Grusenberg

Yugoslav Branch

934

5210	Chief of Branch	13	7,000	7,000	Gordon
5311	Prin. Analyst	12	6,000	6,000	Tomasevich
5312	Area Analyst	11	5,000	5,000	Maguire (in process)
New	Analyst (Ethiopia)	12		6,000	
5313	Secretary	5	2,400	2,400	M. Macko
5314	Stenographer				

Italian Branch

New	Chief of Branch	13		7,000	
5315	Prin. Analyst	12	6,000	6,000	Contini
New	Area Analyst	11		5,000	
New	Stenographer	4		2,200	
5320	Secretary	5	2,400	2,400	Seater



Gordon # 318 30  
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Report of  
BUREAU OF AREA OPERATIONS  
January-February, 1945

RESTRICTED

A. GENERAL

1. BUDGET FOR 1945                      A revised budget for the Bureau of Area Operations for 1945 was prepared. It includes 142 positions as against 199 positions requested in August 1944. This revision reflects changes in Headquarters organization indicated by the proposed delegation of authority to the European Regional Office. The Bureau believes that the actual number of its staff members will be smaller and it will do everything to reduce it to the absolute minimum.
2. DELEGATION OF AUTHORITY TO ERO              Discussions concerning delegation of authority from Headquarters to ERO continued and a revised statement on such delegation was prepared for the Distribution and Inland Transport and the Camps Divisions patterned after the statements adopted for other UNRRA functional divisions.
3. PROCUREMENT IN NEUTRAL COUNTRIES              The question of purchasing relief supplies from neutral countries arose on several occasions, lately through ERO's request for authority to purchase 2,000,000 wool blankets from Spain. It is the view of the Bureau of Areas that since the Government of Spain is known to be pro-Axis there should not be any UNRRA procurement in Spain.
4. LOCAL CURRENCY PROCEEDS              The Director General advised the Central Committee that he plans to adopt for the first six months of UNRRA operations in a given country a policy which will permit recipient governments to use proceeds derived from sale of UNRRA supplies for their ordinary operations, but will require that the government expend an equivalent amount for relief and rehabilitation purposes within a reasonable period after the commencement of UNRRA operations. At the end of the initial six months this policy will be reconsidered in the light of then prevailing conditions.

In the Director General's staff meeting of 20 January Mr. Menshikov expressed the belief that proceeds from the sale of UNRRA relief goods, wherever such goods are not distributed to the population free of payment, will not, as a rule, be sufficient to cover the cost even of the most urgent of the remaining needs of the suffering people in the liberated areas of the country, and must, therefore, be used to meet such needs (providing for homeless children, for invalids, etc.). Mr. Menshikov recommended that the procedure for the use of local currency be simplified so that a member government be allowed to retain full control over any sale proceeds of UNRRA supplies but use such proceeds at once for relief and rehabilitation purposes. Mr. Menshikov added that the only other obligation which the Government should have was that of informing the Director General about the goods distributed free of payment, the goods sold to the population, the actual proceeds received by the Government, and the relief purposes for which such proceeds were used.



5. SUBSISTENCE ALLOWANCES FOR FIELD EMPLOYEES      A revised plan for subsistence allowances for field employees was adopted providing that all employees without dependents receive \$2 per day less than the living allowances paid to employees with dependents. The method of determining living allowances for employees with dependents in areas where they provide their own food and lodging remains unchanged. The provisions of the new plan will not become effective in the Balkan Mission before September 1, 1945.

In the Bureau of Areas' view, per diem should cover only part of the staff members' actual expenditures; moreover, an equal amount should be paid to all staff members working in the same locality. Regarding salaries, the Bureau of Areas' opinion is that there should be no difference in salaries to incumbents of different nationalities who occupy the same positions in the same office or mission.

6. PANEL ON RETURNED FIELD EMPLOYEES      Upon the recommendation of the Staff Services Division a special panel of three members was set up to review all cases of returning field employees. This panel will consult with other Headquarters officials to decide questions of compensation, future assignments, dismissal or resignation, and will make appropriate recommendations to the Director General.

7. UNRRA UNIFORMS      In view of the difficulties encountered, particularly in Greece, the Director General, on recommendation of the Bureau of Areas, confirmed established policy directing UNRRA personnel to wear distinctive UNRRA uniforms. If UNRRA uniforms are not available civilian clothes with the UNRRA arm band will be worn. In the Bureau of Areas' view, no exceptions to this rule should be permitted, even for doctors and nurses of the U.S. Public Health Service and voluntary society teams of the United Kingdom now on the staff of MERRA Camps. The Bureau believes that in this matter deviations from this policy will not be to UNRRA's advantage.

8. RELATIONSHIP WITH BUREAU OF SUPPLY      The question of relations between the various Area Divisions and the Bureau of Supply with regard to the allocation of supplies among recipient countries was given consideration, certain allocations having been made by the Bureau of Supply without previous consultation with the interested Area Divisions. To resolve the difficulty and redefine relationships between the two Bureaus on this matter, a meeting of their leading officials was held on 23 February. At this meeting representatives of the Bureau of Areas brought to the attention of the Bureau of Supply specific instances of lack of consultation and restated their belief that interested Area Divisions should be consulted with regard to allocations of supplies to recipient countries before such allocations are finally determined. Representatives of the Bureau of Supply agreed and methods were suggested for closer working relationships between the two Bureaus.

#### B. SOUTHERN EUROPEAN DIVISION

1. GREEK MISSION      The most significant recent events were the conversations between the Director General and CCAC regarding the taking over by UNRRA of full responsibility for relief operations in Greece. Substantial agreement was reached as to the procedure for initial steps in shipping, financial clearance and transfer of supplies and operational equipment. To



hasten final agreement and to settle details on the spot, Mr. Xanthaky, Chief of the Division, left for the Mediterranean theater on 14 February to accompany Mr. Hendrickson, the special representative of the Director General. During the discussions preceding Mr. Hendrickson's departure, the Head of the Bureau of Areas expressed his disagreement with the suggestion that UNRRA assume full responsibility immediately after hostilities ceased. His view was that UNRRA should assume full responsibility for relief operations only after the period of military control is over.

Word has just been received that during Mr. Hendrickson's visit to Athens the basic agreement on Greek-UNRRA relations was signed by the Greek Government.

According to latest direct information there are now in Greece about 75 UNRRA personnel and 109 voluntary agency workers under UNRRA jurisdiction, principally engaged in administrative activities and the distribution of ML supplies. The number has in all probability by now been considerably increased by the arrival from Cairo of additional members of the Greek Mission.

During January the Greek Mission was advised by Headquarters, in reply to an earlier communication, that UNRRA cannot be a party to negotiations on the status of hostages and that, therefore, the Mission's function should be limited to providing such relief as is agreeable to all parties concerned, action in this respect being kept free from any political involvement or implication. According to reports received from the Mission, appeals from UNRRA officials made on humanitarian grounds led ELAS to release 620 hostages, mostly women and old men. In the following days UNRRA personnel driving FAU (Friends Ambulance Unit) trucks provided transportation for hostages returning to Athens on foot and administered first aid to them.

Two relief teams in Thebes and Levadia distributed foodstuffs and clothing to hostages. Up to January 31, 1,578 hostages were cared for, in cooperation with UNRRA, in the refugee center in Athens. Moreover, plans were made to care for 300 orphans and about 200 trachomatous children.

Nursing advisers were placed in 11 Athens hospitals; in consultation with Greek authorities steps were taken to improve these hospitals, badly damaged as a result of having been used as strongholds by both sides.

The directive from the Director General with instructions as to responsibility and authority of the Chief of the Greek Mission, was dispatched by the Division with an organizational chart and functional statement.

The "Country Mission Regulations" drafted by the Greek Mission and sent to Headquarters for comment and review were returned by the Division to Athens with the comments and suggestions of interested Headquarters' Bureaus and Divisions.

## 2. YUGOSLAV AGREEMENT

An agreement was concluded on 19 January between the National Liberation Committee (with concurrence of the Royal Yugoslav Government) and the U.S.-U.K. for relief during the military period. The major provisions of the agreement are: (1) Yugoslav authorities will distribute relief supplies through their own organizations and will determine the methods of distribution; (2) ML-Yugoslavia will handle



the relief goods at ports determined by the Yugoslav authorities with ML concurrence and will be afforded all facilities to observe distribution throughout Yugoslavia, and to provide expert advice; (3) all relief supplies will be billed to Yugoslavia, financial settlement being subject to later agreement; (4) ML-Yugoslavia will provide technical advisers for the handling of special relief and displaced persons problems and of medical and hygienic problems; (5) U.K. and U.S. Governments expect that UNRRA will take over responsibility from ML-Yugoslavia as soon as possible; and (6) to start with, total personnel will not exceed 300, including military and UNRRA officials. The number of personnel may later be increased by mutual agreement. A supplementary agreement provides that all mission personnel (excluding Yugoslav nationals) shall be subject to jurisdiction of military courts only and that such personnel and all property brought in by them shall be exempt from Yugoslav taxes.

Under this plan UNRRA will act as agent for the military. The arrangement is basically as follows: (1) Basic policies will be determined by the ML Commander, the ML Deputy Commander, and the UNRRA Mission Chief in consultation, disagreements being referred to higher authority; (2) Wherever possible and agreed to by the above, UNRRA will be assigned entire functional and geographical tasks to be performed under the immediate supervision of a responsible UNRRA official; (3) Subject to policy control at the time, UNRRA may maintain independent liaison with civilian authorities as to the post-military period for purely UNRRA operations, but will keep ML informed of all such contacts and information derived therefrom; (4) Subject to instructions received from higher authority in connection with the proposed UNRRA agreement with the Government of Yugoslavia, UNRRA may create a separate establishment or mission in Yugoslavia for the purpose of joint planning with the Yugoslavs on questions concerning the post-military period. ML will be kept informed of all details of this planning and will extend all physical facilities to such a mission.

Immediate participation of UNRRA under the agreement described above involves the following UNRRA officials entering Yugoslavia; at Sibenik, UNRRA mission headquarters - Alan Hall, Acting Chief of Mission and four other officers; at various ports and administrative centers, a total of 18 other UNRRA personnel. The number which have already entered Yugoslavia as of the last week of February is 23.

Mr. Hendrickson and Mr. Xanthaky plan to visit Belgrade for the purpose of concluding the agreement between the Yugoslav authorities and UNRRA for relief during the post-military period. Under a directive issued to the theater command by CCAC, the fixing of firm target dates at the earliest possible moment for termination of the military period is stated as desirable. April 1 is recommended and the question is raised as to whether a period as long as two months of military responsibility is necessary. Under this proposal all ML relief supplies would be turned over to UNRRA on that date, as well as ML organizational stores and equipment to the extent of their availability; UNRRA would pay for all such supplies, stores and equipment.

### 3. APPOINTMENT OF CHIEF OF YUGOSLAV MISSION

No word has as yet been received from the Yugoslav authorities as to the acceptability of Mr. Sergeichik as Chief of the Yugoslav Mission. It is understood that a reply is being delayed pending the formation



of the new government. Mr. Hendrickson has been requested by the Director General to make further inquiries in his discussions at Belgrade. An offer of the post of Deputy Chief of Mission has been communicated to Mr. Sergeichik with the understanding that he would be assigned the post of Chief if acceptable to the Yugoslav authorities. No reply has as yet been received.

4. SUPPLY PROGRAM FOR YUGOSLAVIA      According to reports received from the UNRRA Mission in Bari, up to the last week in February the military shipped to Yugoslavia, through the port of Split, a total of 3,800 tons of civilian supplies, as follows: 2,400 tons of wheat and flour, 150 tons of meat, 60 tons medical supplies, 50 tons of sugar, 40 tons of salt and the balance in engineering supplies.

The Yugoslav Branch is now reviewing the supply program prepared by the Bureau of Supply for the first six months of UNRRA operations. A series of conferences are planned with representatives of that Bureau for the purpose of determining the responsiveness of the program to the needs expressed by the Government.

5. PRIVATE AGENCIES' CONTRIBUTIONS TO YUGOSLAV RELIEF      At the request of the President's War Relief Control Board, a joint meeting was held with private relief organizations with a view to coordinating the medical supplies contributed by them. The United Yugoslav Relief Fund proposed to send approximately \$150,000 of medical supplies to the liberated areas of Yugoslavia. The program of the American Committee for Yugoslav Relief also contemplates the shipment of a considerable amount of medical supplies. On the recommendation of Dr. Sollins, Acting Chief of the Medical and Sanitation Supplies Division of the Bureau of Supply, both organizations agreed to place greater emphasis on drugs for epidemics.

At a dinner held by the American Committee for Yugoslav Relief in New York City on 7 February, more than \$500,000 was raised. This is in addition to approximately \$250,000 previously raised by this organization. Approximately 350 tons of supplies, chiefly clothing and medical supplies, will be shipped to the liberated areas of Yugoslavia during March. Arrangements were made for continuing advice to that organization by the Medical Supply Division, including assistance in determining sources of supply.

6. PROGRAM FOR TYPHUS CONTROL      An agreement has been concluded between the U.S. Typhus Commission and Marshal Tito for a typhus control program. Under this agreement ML and UNRRA personnel will assist with a view to transfer of responsibility for this program at the earliest possible moment to the Yugoslav Mission.

7. BALKAN MISSION      Following upon conversations in Cairo between Mr. Dayton and the Balkan Mission, budget allotments for personal services were revised. The budget of the Albanian Mission was increased by \$25,391 and that of the Balkan Mission by \$46,554 while the budget for Greece was decreased by \$69,068, for Yugoslavia by \$53,892 and for the Middle East Camps by \$9,563, thus effecting a net decrease of \$60,578 from an original total for personal services of \$1,136,668 allotted for the first quarter of 1945.



The Director General has dispatched to the Chief of the Balkan Mission a Directive as to his responsibilities and authority.

The Balkan Mission has requested immediate recruitment of sixty Distribution and Transport officers to be sent forward during the second quarter of 1945; however, this is not taken as a firm request until the country mission chiefs have confirmed the need.

In the future field personnel from Headquarters and ERO may be sent directly to their assignments in the country missions without being routed through Cairo. The procedure now is to route them to Caserta for onforwarding to their missions.

The future of the Balkan Mission, which has been under consideration for some time, is now being determined by Mr. Hendrickson and Mr. Xanthaky in the field, after consultation with Sir William Matthews, Commander Jackson, Governor Cochran, and other UNRRA officials. Cables indicate that both the scope and the name of the Mission are to be changed, but full details are not available for reporting at this time.

8. ITALIAN MISSION      The ratification of the formal agreement between the Italian Government and UNRRA is expected momentarily.\* AFHQ in Italy have issued a general order concerning facilities and services to be extended to UNRRA Italian Mission personnel. UNRRA personnel will be regarded as "persons following the armed forces in the field without directly belonging thereto."

The Allied Commission in Italy has loaned 2,000 tons of supplies, mainly foodstuffs, to the UNRRA Mission, subject to definite assurance that shipments to UNRRA are going forward from the United States.

About 5,000 tons of UNRRA supplies have been shipped to Italy from the United States. They include foodstuffs, trucks, contributed clothing, shoes, medical and administrative supplies. About 300 tons of UNRRA supplies were shipped from stocks in Casablanca and Algiers and have arrived in Naples. They include some motor vehicles, clothing, medical supplies and foodstuffs.

Four southern accommodation centers, now in the hands of the military and occupied by approximately 2,000 Yugoslav and Jewish refugees, are in operation. Thirty UNRRA personnel have joined these centers preliminary to the transfer of administrative responsibility from the military to UNRRA when the agreement with the Italian Government is signed.

A nutrition assessment team, composed of Welfare and Health Division personnel, is selecting 70,000 undernourished children in Rome and Naples who will be the first recipients of the UNRRA child feeding program.

A survey of non-Italian displaced persons has been conducted by Displaced Persons specialists.

\*) According to the latest cables the agreement has been signed.



Close cooperation between Italian authorities and the Health Division personnel has been established. They are engaged in joint planning for the control of epidemics and especially of malaria in the regions flooded by the Germans.

The Yugoslav Mission teams loaned to the Italian Mission have continued their work of help to Italian refugees near Rome. Their contribution has been very effective, and as of the beginning of February they had to their credit more than 27,000 truck miles, and had actually moved to their homes about 1,400 refugees.

Italian Mission personnel now in the field number 60. They include some British and American personnel recruited in Italy. Fourteen additional persons are en route from Washington or are expecting to leave shortly.

9. ALBANIAN  
MISSION

The Albanian Mission has assembled 38 UNRRA personnel and 30 British voluntary agency personnel (1 medical and 2 welfare teams) at Ruvo in Italy and has been the subject of considerable correspondence. Uncertainty and unhappiness in the Mission have been the prevalent factors, resulting in part from the fact that the present government in Albania under Enva Hoxha has not been recognized by the Allies. ML authorities have consistently felt it necessary to bar UNRRA officials from direct contact with representatives of the Albanian authorities. This state of affairs has led to a decision to temporarily re-assign most of the Albanian Mission to the Greek and Yugoslav Missions with the exception of one or two members of the staff who will remain in Ruvo, pending developments calling for action with regard to Albanian relief.

10. ETHIOPIAN  
MISSION

Dr. Frechette returned from his mission to Ethiopia and submitted to the Director General his report containing recommendations for an UNRRA program in Ethiopia. Copies of the report were distributed and a series of conferences were held with the various bureaus and divisions concerned for the purpose of proceeding with the development of technical programs.

Dr. Frechette resigned to return to his position in New Hampshire, but will be available on a consultant basis. A recommendation has been made to the Director General for the appointment of a new Chief for the Ethiopian Mission. Mr. Hubbard, who was Acting Chief of the Mission in Dr. Frechette's absence, is in Cairo awaiting further instructions. At present the mission in Addis Ababa consists of Mr. Gerard Price, Welfare officer, an administrative officer and a secretary. Activities of the mission are being held in abeyance pending decisions as to program.

11. AID TO DISPLACED  
PERSONS IN  
HUNGARY, RUMANIA  
AND BULGARIA

On the basis of reports received from the International Red Cross and several Jewish organizations indicating the necessity for urgent help to some displaced persons groups in Hungary, Rumania and Bulgaria, the ERO, the Cairo office and Headquarters approached the Allied Control Commissions of the above countries, through diplomatic channels and directly, asking their permission to send UNRRA representatives into those countries to ascertain the needs of displaced persons and the possibility of sending them relief supplies. Although no official reply has as yet been received from the Allied Control Commissions Soviet representatives in London and Washington expressed the view that the question of providing necessary help to the displaced persons in Rumania and Bulgaria was covered by the respective armistice agreements.



C. CENTRAL AND EASTERN EUROPEAN DIVISION

1. RELIEF SHIPMENTS TO POLAND AND CZECHOSLOVAKIA      On January 17 UNRRA was officially notified by representatives of the USSR that the first relief shipments to Poland and Czechoslovakia may be sent through the Black Sea ports of Constanza and Galatz. The first ship is being loaded with about 4,000 tons of relief goods destined to the above countries. The Combined Shipping Adjustment Board has, moreover, allocated additional ships for this purpose, and the Bureau of Supply is at present negotiating with the appropriate authorities to prepare their cargoes. The Bureau of Areas is participating in discussions with the Bureau of Supply concerning the proportion of the cargo to be assigned to each country and the composition of initial shipments. These will include, in order of priority, medicines, clothing, food, agricultural implements and supplies, and trucks.

Nearly two months have elapsed since UNRRA received confirmation from the USSR that shipments to Poland and Czechoslovakia could be made: the Bureau of Areas is deeply concerned with the slowness of the progress in the Bureau of Supply's arrangements for the dispatch of relief supplies.

2. UNRRA DELEGATION TO POLAND      In a recent cable the Provisional Government of the Polish Republic stated that it is now ready to accept at Constanza relief supplies intended for Poland, inquired about the final list of personnel of the UNRRA Delegation and the exact aims of its proposed journey to Poland, and informed us that the Soviet Government has no objections to transit through USSR territory. In reply the Director General stated that the aims of the Delegation were: to negotiate an agreement with the Government for relief and rehabilitation operations, including arrangements for an UNRRA Mission accredited to the Provisional Government; to consult with the Provisional Government on its supply requirements and to make corresponding recommendations to supply and shipping authorities in Washington; and to ascertain the Provisional Government's wishes concerning the assistance which UNRRA might furnish Poland in the fields of health, welfare, displaced persons and industrial and agricultural rehabilitation.

In view of the resignation of the Chief of the Delegation, Mr. Gregg, of its Chief Supply Officer, Mr. Stein, and of the Agricultural Rehabilitation Specialist, Mr. McCormick, new candidates are being considered for these positions.

3. PLANNING FOR POLISH RELIEF      Planning and programming for Poland had been handicapped by lack of direct communications with the Provisional Government of the Polish Republic, due partly to the absence of representatives of that Government here and partly to the delay in the departure of UNRRA's Delegation to Poland. Wartime censorship, moreover, prevents the transmission of messages in plain language dealing with matters of shipping. Because U. S. authorities still considered Poland, technically, as enemy territory, even insignificant cables were not permitted without special license. For coded messages UNRRA depends entirely on the good offices of the U. S. State Department. There were instances when special licenses for cables to the Provisional Government of Poland were not granted to UNRRA.



The Bureau of Areas repeatedly drew the attention of Headquarters and the ERO to the inadvisability of dealing with the so-called Polish Government in London or their representatives with regard to various matters connected with relief for the Polish population. With respect to these questions the Bureau insisted on dealing only with the Provisional Government of the Polish Republic or their representatives.

The Director General has just sent a cable to the ERO advising it that in view of the Yalta decisions it is reasonable to expect changes in the Polish representation on the UNRRA Council and the Council Committees and that in the meantime all matters pertaining to relief and rehabilitation programming for Poland, including questions of a technical character, should be taken up only with the Provisional Government of the Polish Republic or their representatives.

4. CZECHOSLOVAK AGREEMENT SIGNED      Negotiations with the Czechoslovak Government on the UNRRA agreement initially conducted in Washington were continued in London. The Division participated in conferences with the Czechoslovak representatives, the General Counsel and the Director General to clarify some points in the agreement on which discussions were carried on. Disagreement was expressed by the Bureau of Areas with several changes proposed by the General Counsel, such as those dealing with diversion of supplies while in transit to the liberated areas, reservation by the Administration of the right to retain title to long term equipment, the use of local currency, etc.

The agreement was signed in London on 26 February with Sir Frederick Leith-Ross signing for UNRRA and M. Jan Masaryk signing for Czechoslovakia. The final text of the agreement has just been received from London and is being analyzed by the Division.

5. CZECHOSLOVAKIA'S ABILITY TO PAY      The Subcommittee on Ability to Pay unanimously decided on 23 February to recommend to the Director General that Czechoslovakia be declared not in a position to pay in foreign exchange for supplies provided by UNRRA. The Subcommittee further recommended that Czechoslovakia's status as a non-paying country be reviewed at the end of a one-year period.

The Director General, acting on the Committee's recommendation, has decided that Czechoslovakia is not in a position to pay and that its position should be re-examined not sooner than after six months and not later than within a year.

6. MISSION TO CZECHOSLOVAKIA      The Czechoslovak Government has agreed to accept an initial UNRRA Mission consisting of 13 technical experts as follows: Chief of Mission, Deputy Chief of Mission, General Assistant, Deputy Chief for Requirements and Supply, Requirements Coordination and Supply Specialist, Finance and Accounting Officer, Director of Health, Welfare Director, Displaced Persons Officer, Director of Agricultural Rehabilitation, Accountant, and two secretaries. Negotiations between ERO and the Czechoslovak Government are now proceeding with regard to an additional Welfare Officer and a Distribution Officer.



Mr. M. P. Alexeev, an official of the Soviet Commissariat of Foreign Commerce, was nominated for the position of Chief of the Czechoslovak Mission, was accepted by the Czechoslovak Government and invited by the Director General to join the UNRRA staff in London at his earliest convenience. Mr. John Gorvin, Agricultural Rehabilitation Officer of the Mission, has left for London; consideration is being given to suitable candidates for other positions on the mission's staff.

7. DISPLACED PERSONS  
IN GERMANY AND  
AUSTRIA

In connection with the coordination of activities concerning displaced persons in Germany and Austria, the following materials were reviewed: several reports from the European Regional Office, the budget for personnel to be recruited by UNRRA for work on displaced persons for SHAEF, and several memoranda on the problem of transportation. Assistance was also given to members of the Training Center who are preparing a manual for the guidance of displaced persons officers in dealing with requests for information received from families of displaced persons concerning relatives to be repatriated, and with similar requests made by displaced persons concerning their families.

D. NORTHERN AND WESTERN EUROPEAN DIVISION

1. EMERGENCY AID  
TO WESTERN AND  
NORTHERN EUROPE

During the Director General's recent visit to Paris, aid for the French sinistrés - war victims who lost their dwellings and household goods - was requested by the Minister for Reconstruction and Housing. The Minister estimated that there are a million and a half such persons in France, chiefly in Normandy and Brittany. In recent meetings of the Council Committees on Welfare in London and Washington, representations were made recommending that ways be found to meet such emergency needs in Western Europe; on 13 February, the Committee of the Council for Europe issued a statement urging the Director General to put the matter before the Central Committee and/or the Council. Representatives of the Bureau of Areas participated in various meetings held at Headquarters on this question and concurred in the view that ways and means be found to provide the requested emergency relief. On 26 February the matter was placed before the Central Committee which, by unanimous vote, authorized the Administration to bring emergency relief to liberated "paying" countries of Western and Northern Europe.

Meanwhile, some action had already been taken on behalf of France by the ERO which offered about 180,000 yards of woollens and tartan cotton goods and about 100,000 units of clothing from UNRRA stockpiles in England. Besides, a certain amount of clothing collected in the U.S. for bombed-out civilians in the U.K. will be released to UNRRA to be sent to France for emergency relief purposes and SHAEF has agreed to provide 50 tons a week of shipping space for this and other emergency relief supplies which UNRRA might obtain.

2. DISPLACED CZECHO-  
SLOVAK AND OTHER  
NATIONALS

Aid for about 20,000 Czechoslovak nationals displaced in France was officially requested from ERO by the Czechoslovak Government in London. Despite the conclusion of a bilateral agreement on displaced persons between France and Czechoslovakia, according to which Czechoslovaks displaced in France are entitled to the same treatment as French nationals, the Czechoslovak Government asked for direct UNRRA help. After studying the problem ERO recently requested that 50 tons a month of miscellaneous supplies be sent from England and distributed to Czechoslovak nationals displaced in France. Headquarters



agreed to this proposal on condition that it would not be considered a binding precedent.

On the initiative of Headquarters, the Chief of the UNRRA Mission to France was requested by the ERO to contact the French Minister of Foreign Affairs to determine whether the French Government desired the assistance of UNRRA in dealing with the general problem of displaced persons of United Nations nationality and stateless displaced persons in France. If so, UNRRA would be ready to assist. A reply by the French is now expected; it has been unofficially announced from London that this reply would be in the affirmative and Headquarters is now studying a request officially transmitted by the French to the ERO to release to France a certain number of blankets, shoes, sweaters, suits, underwear, layettes and piece goods to help their displaced persons.

3. FRENCH SUPPLY PROGRAM      The return of M. Monnet to Washington and the concurrent dispatch to Washington of several technical missions by various French Ministries resulted in the reorganization of the French supply program for 1945. Emphasis is now put on supplies which will directly aid the military in the war effort. For the financing of such supplies, Lend-Lease aid to the extent of \$2.5 billion has been granted to France.

4. PROCUREMENT OF RELIEF SUPPLIES IN FRANCE      Assuming that normal operations might be resumed in the liberated potash mines of Southern Alsace, it was estimated that 200,000 to 300,000 tons could be released for other liberated countries, although shipment would remain difficult until navigation on the Rhine is under Allied control.

As to superphosphates it is estimated that no exportable surplus will be available in France at least until next summer.

Several hundred tons of exportable surpluses of each of a number of vegetable seeds are now available in France. For the disposal of these surpluses and their allocation to other liberated countries, the French Supply Mission relies for the time being on Combined Boards action.

5. MISSION TO FRANCE      According to information received from London, the French authorities would favor the appointment to the UNRRA Mission to Paris of one or two public relations officers. The head of the mission has also requested the appointment of two more principal officers to assist the displaced persons and welfare liaison officers, and of two additional administrative officers.

6. EMERGENCY RELIEF TO NORTHERN NORWAY      The Norwegian Government was able to ship to northern Norway some supplies from its stockpiles in Great Britain; in addition SHAEF released some supplies for shipment to the same area. Since SHAEF is not in charge of military operations in that area, it was proposed that UNRRA serve as the intermediary in securing supplies from SHAEF and passing them on to the Norwegian Government. It now appears, however, that SHAEF will deal directly with the Norwegian Government without the mediation of UNRRA. Moreover, the Norwegian Government will be able to make necessary financial and shipping arrangements; five small ships were made available and are thought to be capable of transporting all the supplies required.



7. DISPLACED DANISH NATIONALS      The Danish displaced persons problem was discussed on several occasions with Danish representatives. Arrangements were said to have been made by the Danish Government to repatriate 16,000 Danes now in Sweden within two weeks after liberation. As to the 25,000 Danish nationals displaced in Germany, it was indicated that Denmark would expect UNRRA to provide for these persons until such time as they could be brought to the Danish border.
8. DANISH SUPPLY PROGRAM      The proposed agreement whereby UNRRA would furnish oil-cakes and oil seeds with a maximum value of \$60 million in return for milk, cheese, butter, etc., has been tabled pending consideration of another proposal which would give UNRRA the responsibility of procuring goods for Denmark up to \$25 million. After liberation an agreement will be drawn outlining terms of payment (dairy goods and foreign exchange). This proposal is now being studied by the Danes. Under its terms Denmark would remain a paying country, but payment for goods advanced would be deferred.
9. SHIPMENTS TO THE NETHERLANDS      The problem of shipping emergency supplies to the Netherlands remains critically important. SHAEF's tentative agreement to make available fifty tons of shipping per week will alleviate the situation somewhat.
10. COOPERATION WITH PUBLIC INFORMATION      During February the Western and Northern European Division furnished background information to the Division of Public Information on the role of UNRRA in each of the countries under its jurisdiction and explained the present status of plans for initial missions to those countries.

#### E. FAR EASTERN DIVISION

1. COMMITTEE OF THE COUNCIL FOR THE FAR EAST      The Committee of the Council for the Far East met in Sydney, Australia, from 15 to 20 February. Mr. Edwin G. Arnold, Chief of the Far Eastern Division, was appointed Secretary to the Committee, and left for Sydney on 27 January. Dr. T. F. Tsiang, Council member for China and Director General of the Chinese National Relief and Rehabilitation Administration, arrived at Sydney on 14 February. From 16 January to 3 February, prior to the meeting of CCFE, the following technical subcommittees for the Far East held meetings in Sydney, arrangements for which had been made by Mr. Gaines: Subcommittees on Agriculture, Displaced Persons, Health, Industrial Rehabilitation and Welfare.

The most important resolutions adopted by the Committee for the Far East at the Sydney meeting recommended that (1) aid and relief should be given in the liberated areas of the Far East with the utmost urgency and dispatch, (2) the maximum degree of decentralization should be adopted by the Administration, and (3) officers of UNRRA at all levels should be selected from a wide range of member countries.

2. CHINA OFFICE      A first report which, with the best of communication facilities, took about six weeks in transit, was received from Mr. Price describing the organization of the China National Relief and Rehabilitation Administration (CNRRA). Mr. Kizer and Mr. James Johnson arrived in Chungking and had a conference with Dr. T. F. Tsiang and a number of



high government officials before Dr. Tsiang's departure for Sydney.

The status of personnel at the China Office is as follows: arrived in Chungking; Benjamin H. Kizer, Director; Harry B. Price, Assistant Director; James G. Johnson, Jr., temporary Legal Adviser; Paul Elza, Field Officer. Enroute to Chungking: Wm. J. Green, Chief Agricultural Rehabilitation Officer, and Lyman Cozad, temporary Personnel Officer. At Headquarters awaiting transportation: Raub Snyder, Deputy Director of Finance and Administration; Colonel Roy F. Bessey, Chief Transportation Officer; Dr. Leland Powers, Chief Medical Officer; Henri Sokolove, Assistant Deputy Director of Supply, and two secretaries. In process of recruitment: Administrative Officer, Chief Distribution Officer, Chief Welfare Officer, Chief Industrial Rehabilitation Officer, Deputy Director of Supply, and 4 secretaries.

3. CHINA PROGRAM  
COMMITTEE

During January the China Program Committee continued its review of proposed programs and recommended further study of the China shelter program and the displaced persons program. Although the former is modest in its requirements and sound in its reliance upon local materials and labor, a number of factors involved need further study; for the latter a revision is required because of items now found not to be available in China which must consequently be supplied by UNRRA. The Committee thus completed its analysis of the "Program and Estimated Requirements for Relief and Rehabilitation in China" submitted by the Chinese Government. In February several informal meetings were held with members of the Far Eastern Division and the various functional and commodity divisions to discuss the preparation of an operational program for China; a formal meeting is called for 7 March.

4. WORKING  
PARTY "C"

Members of the Division participated in discussions of Working Party "C" concerned with the method of calculation of Far Eastern requirements and a summary of Far Eastern relief requirements presented by member governments. Mr. Gorvin, the Chairman, left for Europe in February and this working party has been inactive since then.

5. CHINESE TECHNICAL  
EXPERTS

The eight technical experts on water conservancy completed their study with the U.S. Engineers Corps on 16 January. They made an extensive inspection tour of U.S. Army projects and are now with the U.S. Bureau of Reclamation. All members of the medical group, with the exception of Miss Shu-Ying Chao, who is ill, are pursuing their individual studies according to the itineraries prepared by the UNRRA Advisory Committee on Chinese Technical Experts. The technical experts on agricultural rehabilitation and social welfare are also carrying on their work according to the itineraries prepared for them.

Itineraries for European trips of the agricultural and water conservancy experts were submitted to the UNRRA Advisory Committee on Chinese Technical Experts. The Welfare and Health Divisions are still working on itineraries for their respective groups. After extensive discussion on the advisability and feasibility of a visit to Europe, the Committee decided



that such a visit would be feasible and profitable. However, in February, the Chairman of the UNRRA Advisory Committee on Chinese Technical Experts was notified by the office of the Chinese Delegation to UNRRA that the trip to Europe by these experts is to be cancelled.

6. CHINESE REQUESTS  
FOR IMMEDIATE  
SUPPLIES AND  
SERVICES

The Bureau of Supply is now planning shipment for 27½ tons of medical supplies requested some time ago by the Chinese Delegation Office. Procurement of 3 tons of seed, about 5 tons of veterinary equipment and instruments and 1 ton of farming hand tools has been discussed and agreed upon by representatives of the office of the Chinese Delegation and specialists of the UNRRA Agricultural Rehabilitation Division. No formal request for these supplies has, however, been received thus far either from the Chinese Delegation or from Chungking.

Upon a cabled request by Mr. Price the Far Eastern Division has worked closely with the Welfare and Personnel Divisions to prepare job descriptions and a budget for 10 Welfare Specialists and is now aiding in the recruitment of qualified personnel for these positions. The request for 30 medical doctors for training purposes in China was made by Dr. Liu Chieh, Alternate Member of the Chinese Delegation to UNRRA. The Health Division has submitted job descriptions and a budget to the Director General.

7. DIVISION  
PERSONNEL

Mr. Kendric N. Marshall, Assistant Chief of the Division in charge of the China Branch, reported for duty on 8 February. Mr. Russell G. Shiman, Consultant to the Chief of the Division, reported for duty on 6 February.



## F. DIVISION OF AREA COORDINATION, STUDIES AND REPORTS

1. ORGANIZATION OF THE DIVISION      Some time was spent in defining the objectives and functions, discussing and perfecting the budget, and initiating personnel actions for appointments to the staff of the new division. The Division will have an initial staff of 13, including 8 professional and 5 secretarial positions. It is organized into two Branches: The Area Studies and Liaison Branch and the Field Reports and Statistics Branch. Its main functions are to coordinate the program and studies activities of the various Area Divisions, to collaborate with them in the preparation of periodic reports on UNRRA's overall programs for and operations in individual countries; to establish and maintain a system of periodic narrative and statistical reporting from field offices and missions, and an area information service; to prepare the monthly report of the Bureau and to perform such other functions as the Deputy Director General for Areas may require. Dr. William G. Welk is the Acting Chief of this Division.
2. COUNTRY STUDIES      The Bureau of Areas is at present undertaking a series of studies on the progress of UNRRA's plans and operations in individual liberated countries. The purpose of these studies, which will be periodically brought up to date, is to analyze UNRRA's relationships with, program for, and operations in, individual areas and to describe the progress made in UNRRA's work. It is hoped that the studies will be useful to members of the UNRRA staff wherever located, to agencies of member governments and to certain other groups especially interested in UNRRA's activities. The first of these studies, that on UNRRA Plans and Operations in France, undertaken in collaboration with the Northern and Western European Division, was completed and sent to the heads of various other Bureaus and Divisions for comment. A similar study on Norway is about to be sent to other Divisions for review; studies on the Netherlands, Czechoslovakia and Poland are in preparation.
3. FIELD REPORTS AND STATISTICS      Forms and instructions for monthly statistical reports by field missions on such subjects as registration and repatriation of displaced persons, health services, camp operations, personnel, expenses of missions, supplies received and distributed and use of proceeds from UNRRA supplies were prepared, cleared with all major organizational units and transmitted to Cairo and to the Italian and Balkan country missions.

Instructions for statistical and narrative field reports were drafted and issued in the form of a mimeographed draft "Manual on Reporting by Chiefs of Mission." Copies of this manual are now being sent to the various Headquarters' Bureaus and Divisions for comment and suggestions.

Miss Helen Jeter, Acting Chief of the Field Reports and Statistics Branch, is leaving for a visit to ERO and to the various field missions in the Mediterranean. On her trip Miss Jeter will interpret the statistical report forms and instructions to the staffs of the various missions, assist in establishing the necessary mission reporting procedures and discuss with the various chiefs of mission the need for adequate personnel to prepare the required reports. She will also endeavor to obtain from the ERO and mission staffs comments and suggestions for the improvement of the reporting manual. After her return a further revision will be made in the light of the comments received and a revised draft of the manual will be submitted to the Director General for final approval.



4. AREA INFORMATION  
SERVICE

The Area Information Service, now formally a part of this Division, has the task of obtaining for UNRRA's use classified (restricted, confidential or secret) materials originating in other agencies. Mrs. Stella Deignan, the officer in charge, has devoted considerable time to working out improved liaison arrangements with the agencies from which such materials are to be obtained. Conferences were held with officials of the Office of Strategic Services which have resulted in a redefinition of the minimum security arrangements required before classified materials can be made currently available to UNRRA and a special liaison officer has been appointed by OSS to work with UNRRA on this matter. The Foreign Economic Administration and the U. S. War Department have also indicated that their classified materials may be made available providing the necessary security procedures are established and maintained. Arrangements are consequently now being made in cooperation with the UNRRA Security Officer and the head of the Administrative Services Division to formalize procedures for the reception, circulation and safekeeping of such materials within the Administration.

Documents prepared by other UNRRA organizational units were distributed within the Bureau of Areas. These included: (1) allocation requests submitted to the Combined Boards, (2) proposed advance purchases of governments of liberated countries, (3) monthly reports on allocations requested and recommended, and requests to supply and (4) weekly reports on requests to supply issued.

5. USED CLOTHING  
DRIVE

In accordance with a request made by the Office of Public Information for material on the need for clothing shoes and headgear in Europe, to be used in connection with the publicity campaign for the forthcoming clothing drive in the United States, statements on such needs in France, Belgium, Luxembourg, the Netherlands, Norway, Denmark, Greece, Yugoslavia, Italy, Czechoslovakia and Poland were obtained from the various Area Divisions of the Bureau and transmitted to the Office of Public Information. Similar statements on the need for clothing for foreign workers in Germany and Austria and on the need in UNRRA camps in the Middle East and in Italy were also obtained and transmitted to the Office of Public Information.

6. COUNCIL COMMITTEE  
MEETINGS

During the month the Bureau of Areas was represented by the Division at the meetings of the Council Committees on Welfare, Financial Control, Supplies and at two meetings of the staff Committee on Contributions.



# G. CAMPS DIVISION

1. GUIDE FOR CAMP REQUIREMENTS The catalog of requirements, now known as the Guide to Camp Requirements for Europe, is rapidly nearing completion. Section II, Operational Supplies, has been presented to the Bureau of Supply Committee of Review and approved. Arrangements are being completed for the printing of the document, and copies will be available for distribution in the near future. The first draft of Section I, concerned with the construction of camps, has been tentatively approved by the Industrial Rehabilitation Division, and will also be presented to the Committee of Review. Section III, Vocational, Educational, and Religious Supplies, is being reviewed by the Welfare Division and the Contributed Supplies Branch.

2. CAMP SUPPLY FLOW CHART There has been increasing dissatisfaction on the part of this Division with the lack of information relative to action taken on the 36 requisitions which were submitted to the Bureau of Supply. Discussions were held with representatives of that Bureau to effect a solution of the problem. As a device to focus attention upon the need of the Camps Division to be currently and adequately informed on its supply requisitions, a chart was prepared showing the flow of camp supplies from the time a requisition is made in the field to the time requisitioned supplies reach their destination.

The chart indicates the Divisions in UNRRA and the government agencies through which each requisition passes and the time involved. It will thus be possible to locate requisitions at any time after they are placed and to effect diversion of shipments when necessary. The chart graphically illustrates delays entailed in procurement, and shows that there is a 6-month lag between the time a requisition is placed in the field and supplies are actually delivered. An analysis is now being made of the progress of the 36 requisitions submitted by the Camps Division to the Bureau of Supply; its results will be shown in later reports. The Division is making the necessary proposals to correct this situation.

3. CAMP ADMINISTRATION AND OPERATION QUESTIONNAIRE A Camp Administration and Operation questionnaire was sent to Cairo and to the Italian Mission to obtain current information on various phases of camp operation and administration.

4. MERRA CAMPS After repeated requests the Division succeeded in obtaining exact population figures for the 6 MERRA Camps. As of 1 February 1945 their respective populations were as follows:

Camp	Men	Women	Children 18-14	Children 13-3	Children Under 3	Total
Aleppo	29	20	4	13	8	74
El Arish	102	185	17	61	26	391
El Shatt	4,164	7,935	2,780	7,909	957	23,745
Moses Wells	469	1,231	414	976	173	3,263
Nuseirat	1,346	2,650	989	2,717	517	8,219
Tolumbat	214	752	84	791	416	2,257
Totals	6,324	12,773	4,288	12,467	2,097	37,949



The total population consists principally of Yugoslavs (26,196), Dodecanese (6,086), Greeks (5,361), Italians (117), and Spaniards (97); there are also 92 persons of Albanian, American, Armenian, British, Crete, Czechoslovakian, Egyptian, French, German, Polish, Rumanian, Syrian, and Turkish origin.

As of 31 December 1944 a total of 190 UNRRA personnel, 53 voluntary agency personnel, 312 British military staff and 6,563 refugees were employed in the MERRA Camps. During December 1,215 Yugoslavs returned to Yugoslavia for enlistment in the Yugoslav Army.

Information has been received that a tentative schedule for repatriation of refugees in the Middle East has been agreed upon by GHQ-MEF, but has not yet been agreed to by AFHQ. This schedule provides for the return of all Greeks except those in Ethiopia, Belgian Congo, and East Africa. During the first half of 1945, this schedule contemplates the return of approximately one-half of the Yugoslavs. Supplementary information indicates that it is not likely that many Dodecanese will be repatriated during the first half of 1945, as the key islands are still occupied by Germany. Any repatriation of Polish nationals during this period is also unlikely. Cabled advice from Cairo indicates that the repatriation will begin on a small but expanding scale during March 1945.

The Aleppo Camp, it is reported, will be closed shortly. The military have requested the return of Nuseirat and Moses Wells but negotiations now being conducted will probably result in UNRRA retention of these camps until their present population has been repatriated.

Information relative to UNRRA assumption of responsibility for the Polish camps in the Middle East was sent by courier from Cairo and has been received.

After repeated requests the first camps requirements information has been received from Cairo. It constitutes merely a comprehensive list of items required, however. A cable has therefore been sent to Cairo asking for firm requests to supply.

The anticipated information on the budgetary situation of the MERRA camps has not materialized. Mr. Siegel of the Treasurer's Office is now in Cairo, and it is hoped that upon his return there will be adequate figures upon which to base estimates of the cost of care of refugees in the Middle East.

5. SOUTHERN  
ITALIAN CAMPS

At the present time, there is a refugee population of 2,490 in the Southern Italian Camps (four accommodation centers and two hospitals) consisting principally of Partisan Yugoslavs, Royalist Yugoslavs, and 500 Yugoslav Jews. The camps have a capacity of more than 9,000, and it is indicated by Mr. Keeny that refugees from Northern Italy will be sent to them up to their maximum capacity.



There are 40 UNRRA personnel in the Southern Italian Camps, 27 of whom are medical. The military staff which is now operating the camps is being gradually replaced. It is anticipated that upon the signing of the agreement with the Italian Government UNRRA will assume full responsibility for the administration of the camps.

6. PHILIPPEVILLE CAMP      There are now 389 refugees at Philippeville, 141 of whom arrived late in February. These were all Jewish internees from Bergen Belsen holding ad hoc Latin American passports. They were moved to Switzerland with the last prisoner-of-war exchange effected by the United States and Germany. Although holding passports, these persons were apparently not acceptable to the countries issuing their passports, and it was necessary to care for them under the provisions of Resolution 57. At the time these persons left Marseilles, two were reported to be suffering from typhoid and when they arrived at Philippeville there were twenty-one litter cases. This has necessitated forwarding additional medical help to Philippeville, and it is understood that a doctor and three nurses are now returning to Philippeville from Italy.

There are, moreover, 1,700 Hungarian Jews now in Switzerland who may possibly be sent to Philippeville. Mr. Keeny recommended that those who hold Middle East certificates be sent to the Middle East, awaiting Palestine immigration. The possibility has also been suggested of using Ferramonti in Italy rather than Philippeville for these refugees. The matter is under discussion by Governor Cochran with AFHQ. As yet, no definite determination has been made of the ultimate disposition of these refugees.

In addition, there are another 1,200 persons now in Switzerland who were evacuated from Germany or German controlled territory, and who may become UNRRA charges.

Mr. Keeny also reported that there are 70 tubercular cases in the Middle East Camps who may be sent to Philippeville.

There are 200 political refugees in Spain who the Displaced Persons Division has recommended be aided by the Inter-Governmental Committee. If that Committee cares for these people in Spain, UNRRA will not be involved. If, however, they must be removed from Spain, in all probability UNRRA will be requested to care for them at Philippeville or in the Italian camps. Negotiations are now being conducted by SHAEF with the French Government to obtain permission for the entry of these and other "stateless" groups into North Africa.

7. NORTH AFRICAN  
REFUGEE CENTER

Negotiations were completed with the State Department, the Foreign Economic Administration, and the British Foreign Office, as a result of which the Fedhala camp was returned to the American military for use as a prisoner-of-war camp. The camp has been requested to forward to Headquarters its closing inventory and accounting for funds.



8. FUTURE CAMP RESPONSIBILITIES Continuation of the static battle front in Italy has resulted in an increase in Italian refugees, whom it has been impossible to repatriate in any substantial numbers. UNRRA may, therefore, be required to provide additional camps in Italy for the care of both Italian and United Nations nationals.

The decision of GHQ that no additional Dodecanese would be moved to the Middle East has resulted in the establishment by the military of a tented camp for 1,000 persons at Casas between Crete and Scarpanto. UNRRA has been requested to assume responsibility for this camp and discussions are now being held between GHQ and the Displaced Persons Division.

#### H. DISTRIBUTION AND INLAND TRANSPORT DIVISION

1. TRANSPORT AND DISTRIBUTION PLANS FOR CHINA A study was made of the capacity of the transport equipment listed in the program of requirements submitted by the Chinese Government. Representatives of the Division also participated in the work of the Chinese Program Committee, of Working Party "C", and in a review of the regional studies undertaken by the Far Eastern Division.

Information on distribution problems in China was collected and questions are being drafted to be sent to Chungking for discussion with the Chinese Government.

2. DISTRIBUTION OFFICERS The Distribution Branch recommended that the former plan to have a distribution liaison officer attached to each paying country mission be changed, since if the present situation continues, there is no justification for a distribution officer on these missions, although in some cases there may be a need to send observers. For non-paying countries it is felt that distribution staff can be determined only after the type of service requested by the government is known.
3. MANUAL ON DISTRIBUTION AND TRANSPORTATION A preliminary draft of the operations manual on storage and transportation of UNRRA supplies in recipient countries was forwarded to ERO for comment. It will also be discussed with the Balkan Mission by the Assistant Chief of the Inland Transportation Branch and by Mr. Siegel, Assistant Treasurer, during their field visits. The first draft is now being cleared for duplication.
4. DISTRIBUTION IN NON-PAYING COUNTRIES The Distribution Branch repeatedly called attention to the fact that, in accordance with Council resolutions on distribution, UNRRA would assist in handling distribution operations only if requested to do so by the recipient government. The assumption that UNRRA would handle and control distribution in non-paying countries, sometimes entertained, is misleading and has at times resulted in improper planning and in difficulties with recipient governments, notably that of Yugoslavia. To clarify the matter to distribution staffs on field missions, the Distribution Branch suggests that certain of its members be sent into the field.



5. DIVISION OF RESPONSIBILITY FOR DISTRIBUTION AND TRANSPORTATION POLICY BETWEEN HEAD-QUARTERS AND ERO

Discussions were held within the Bureau on the division of responsibility for distribution and transportation policy between Headquarters and ERO. Memoranda from the London Office indicate divergencies in viewpoint on the role UNRRA will play in distribution in both recipient and

paying countries. It is hoped that these divergencies will be resolved by the visit of Mr. Parker, Chief of the Bureau of Distribution and Transport in ERO, and of Mr. Caston, Chief of the Inland Transportation Branch in the Bureau of Distribution and Transportation of ERO.

6. TRANSPORTATION STUDIES

A study on the organization of inland waterways in Europe, made by Dr. Hostie for the OSS, has been completed. OSS studies on the transportation

systems of Greece, Albania and Yugoslavia have been completed and distributed. A study of the Rumanian ports of Galatz and Constanza is being made in cooperation with OSS and with the assistance of one of the field men awaiting transportation.

In cooperation with the Southern European Division, a definition of the functions of the Inland Transportation Branch of the Bureau of Distribution and Transportation of the Greek Mission was prepared and recommendations were formulated concerning the transfer to the recipient government of road equipment.

7. LIAISON WITH U. S. ARMY

In cooperation with the Distribution Branch proposals were made concerning the establishment of a technical liaison in transportation matters

with the appropriate U. S. Army authorities. It was also recommended that negotiations be initiated at the highest level with U. S. Army authorities for the acquisition by UNRRA of Army transportation equipment which would be declared surplus, the proposal being that the Army be requested to undertake, itself, the reconditioning of such equipment.



## I. STAFF SERVICES DIVISION

1. UNRRA UNIFORMS                      In view of the continuing difficulties encountered, particularly in the Balkan area, coupled with the dissatisfaction of UNRRA staff in wearing British battle dress, the Bureau of Areas brought to the attention of the Director General the need for establishing a definite policy with regard to adopting, and adhering to a distinctive UNRRA uniform. The Bureau recommended that all field personnel, if in uniform, wear only the approved UNRRA uniform, or otherwise appear in civilian dress using an UNRRA arm band. Since this recommendation involves determination with respect to U.S. Public Health Service and the Voluntary Society personnel from the U.K. a decision was reached that the Director General would confer with the U.S. Surgeon General and ascertain the possibility of putting all U.S. Public Health doctors and nurses serving in UNRRA field missions in UNRRA uniforms.

Additional uniforms were ordered to meet increasing demands for personnel to be assigned to the Displaced Persons program in Germany. New designs for uniforms were secured from several commercial concerns and a showing of them was held. Permission was requested from the War Department to purchase from the Quartermaster's stores such additional items as underwear, shoes, socks, etc., to obtain necessary priorities for the purchase of required fabrics and accessories and to proceed in manufacturing such uniforms for all UNRRA personnel. Appropriate priorities will permit UNRRA to have uniforms made despite the increasing tightness of the textile market. In addition to the present items issued free to field employees the Director General approved the Bureau's recommendations for a summer uniform and for certain other required articles.
2. TRAVEL TO LONDON                      After considerable difficulty a schedule has been developed to assure a flow of field personnel to London during the next six weeks for Displaced Persons operations. Procedures were developed with the functional divisions and the Personnel Division for scheduling departures of approximately 25 persons per week.
3. PERSONAL SUPPLIES FOR FIELD MISSIONS                      In response to field requests, a procedure was developed under which Headquarters would act as an agent on behalf of field employees for the procurement of certain essential personal supplies and equipment not available in the field. Subsequently, further representations from the field and from the Treasurer, upon his return from a field trip, brought about a modification of the Bureau's views on the subject. The Bureau's recommendation now is that the Administration, in addition to acting as purchasing agent in Washington, should establish a limited commissary system under which stocks of certain essential items will be maintained in the field for issuance to personnel in over-the-counter transactions. This policy, not yet formally approved, is now being cleared. Meanwhile, the Balkan missions are being asked to submit lists of essential items which need to be procured and shipped from this side. Requirements for the Polish and Czech Missions are being handled separately under a different procedure.
4. PERSONNEL RECORDS                      In accordance with an agreement reached with the Bureau of Finance and Administration last December personnel records of the field staff will be transferred to the Personnel Division. This transfer is now taking place. As of 26 February, the Staff Services Division discontinued its activities in connection with personnel record-keeping.
5. PANEL ON RETURNED FIELD EMPLOYEES                      Upon the recommendation of the Staff Services Division a special panel of three members has been set up to review all cases of returning field employees. This panel



will consult with such officials as may be required to decide questions of compensation, future assignments, dismissal or resignation. It will also consider administrative problems which come to light in the course of these hearings, and will transmit them to the appropriate officers for consideration and action. As a result of this recommendation the Division was asked to draft an Administrative Order implementing this procedure, the assumption being that the Chief of the Division will be the Chairman of the panel.

6. **SUBSISTENCE ALLOWANCE FOR FIELD EMPLOYEES** The Chief of the Staff Services Division devoted considerable time to the work of the Committee on developing a revised plan for subsistence allowances for field employees, and participated in several discussions on the subject with members of the field staff both at Headquarters and at the Training School. As finally approved by the Director General the plan provides that all employees without dependents receive \$2.00 per day less than the living allowances paid to employees with dependents. The method of determining living allowances for employees with dependents in areas where they provide their own food and lodging remains unchanged. Agreement was reached that the provisions of the proposed order would not become effective in the Balkan missions until September 1.
7. **CERTIFICATES OF IDENTIFICATION** The U.S. War Department has just announced that a new certificate of identification (known as AGO Form 65-11) will be issued to persons travelling overseas through military facilities or on military orders. This division has made arrangements to request the certificates for all UNRRA personnel which is to travel overseas, including both Headquarters personnel on field trips and regular field service staff members.
8. **ADMINISTRATIVE SUPPLIES FOR FIELD MISSIONS** A schedule of requirements for administrative supplies for the Greek Mission was developed in collaboration with the Division of Administrative Services. The list has been translated into a procurement order which is now being filled by the latter division. Similar orders are being worked out for the Yugoslav and Albanian missions. The division has also collaborated in the issuance of an administrative order on the handling of field requests for such supplies.
9. **COMMUNICATIONS** Pursuant to the request of the Director General that the distribution of copies of cables be diminished, the Division has participated with the Bureau of Finance and Administration in revising the dispatch procedure.

Communications continue to increase in volume and complexity. During February the Communications Section cleared 329 outgoing and 359 incoming cables and 597 outgoing and 499 incoming communications other than cables. Duplication and distribution of incoming communications continue to be a major problem. The Communications Section is now responsible for distribution throughout UNRRA of all documents and reports from Field Missions, including those transmitted by ERO through ORL.



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*Handwritten signature*

5 December 1944

To: Edwin Arnold  
Victor I. Rodnov  
Frank Weisl  
George Xanthaky

From: William G. Welk

Subject: UNRRA Country Studies

Following the meeting which we had a few days ago in Mr. Menshikov's office on the above subject and the conferences which I have had with you thereafter, I am sending you attached herewith a tentative outline for the studies which Mr. Menshikov wishes us to undertake. The outline represents a consolidation and further elaboration of the preliminary outlines which you have been good enough to submit to me a day or so ago; the attached outline is entirely tentative and preliminary but should furnish a basis for the beginning of our work.

May I ask that, since the material to be assembled in connection with some of the items in the outline will also be of use in the preparation of the forthcoming report of the Director General to the Council and the Central Committee, you begin your work with Section II, 2. & 3. (Agriculture and Industry) and Section IV on "General Economic and Social Conditions", giving precedence thereafter to the second part of the outline — UNRRA's Relationships.

May I also suggest that in the preparation of the text, a constant effort be made to be concise and clear. The background sections should, I think, describe very briefly the situation before the war and devote most of the available space to war and present day developments. The section, UNRRA Relationships, should also be concise but should state fully whatever you think it is important to include. Throughout, there should be footnote references to important source materials: memoranda, agreements, correspondence, etc. to which interested readers might turn for fuller information.

The appendix should include the full text of all important documents such as, agreements with the military, the local government, instructions to Chief of Mission, etc.

I shall be grateful if you will send to me the drafts of the various sections as they are completed and I shall appreciate it if you would have these first drafts typed doubled-spaced.

CC: Mr. Menshikov



Suggested  
Table of Contents  
FOR

"UNRRA Country Studies"

BACKGROUND DATA

I. Physical Characteristics

1. Area and topography
2. Climate
3. Population

(Not more than two or three paragraphs  
under each heading.)

II. Economic Resources, Trade and Finance

1. General economic structure
2. Agriculture
3. Industry
4. Transportation
5. Currency, banking, finance
6. Foreign trade

(A page or two for each subsection: gist  
of prewar position; main developments during  
the war; present situation.)

III. Government and Politics

1. Brief history since 1939
2. Present political movements and parties
3. The present government



4. Significant current international relationships

(Be brief - but state fully whatever you think it is important to include.)

IV. General Economic and Social Conditions

1. Food
2. Shelter
3. Clothing
4. Health
5. Labor movements and cooperatives
6. Significant social and welfare legislation

(Not more than a page or two for each section: gist of prewar position; detail on wartime and present position and trends)

UNRRA RELATIONSHIPS

V. Position on Council and its Committees

1. Representatives on Council and its Committees
2. General attitude toward UNRRA and its problems
3. Steps taken to implement Council recommendations

VI. Ability to Pay

1. Present status
2. Financial factors affecting ability to pay



VII. Basic Agreements

1. Agreements with the military
  - a. Analysis of negotiations
  - b. Summary of agreements
2. Agreements with the government
  - a. Analysis of negotiations
  - b. Summary of agreements

VIII. Supply Requirements

1. General supply position: chief needs and available surpluses
2. Requirements during military period
3. Import program for UNRRA period
4. Status of delivery on UNRRA supply program

IX. Transportation, Warehousing and Distribution Policies

1. Policies and agreements on transportation and warehousing
2. Policies and agreements on distribution

X. Food, Clothing and Shelter

1. General assistance planned
2. Price and distribution policies

XI. The Health Program

1. Extent and nature of problem
2. Existing facilities for solution
3. UNRRA assistance



XII. Welfare Program

1. Extent and nature of problem
2. Existing facilities for solution
3. UNRRA assistance

XIII. Displaced Persons Program

1. Extent and nature of problem
2. Existing facilities for solution
3. UNRRA assistance

XIV. Program of Agricultural Rehabilitation

1. Extent and nature of problem
2. Existing facilities for solution
3. UNRRA assistance

XV. Program of Industrial Rehabilitation

1. Extent and nature of problem
2. Existing facilities for solution
3. UNRRA assistance

XVI. UNRRA Field Mission

1. Initial mission
  - a. Purpose
  - b. Organization
  - c. Progress
2. Permanent Mission
  - a. Purpose
  - b. Organization
  - c. Progress



1000 - ~~sanitary~~  
yugoslavia  
Reports  
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28 August 1944

To: M. Menshikov  
From: Myer Cohen  
Cicely A. Ryshpan  
Subject: Organization of Coordination and Liaison Division

Attached is a brief description, in outline form, of the proposed duties and responsibilities of the Coordination and Liaison Division. This description is to serve as a basis for discussion at our meeting on Tuesday, 29 August at 10 A. M.



## COORDINATION AND LIAISON DIVISION

### Functions:

To assist the Deputy Director General by:

- (1) Developing, in cooperation with the several divisions (area and staff) of the Bureau of Area Operations, for approval by the Deputy Director General, outlines of the scope and content of individual area programs and schedules for the completion of specific portions of these programs;
- (2) Reviewing for conformity to policy and to the decisions of the Deputy Director General drafts of memoranda prepared in the Bureau of Area Operations dealing with programming, operational plans or operations;
- (3) Keeping the Deputy Director General currently informed with respect to the progress made on programming, operational plans, and to developments in operation, in accordance with approved schedules, and with objectives approved by the Deputy Director General;
- (4) Serving as the channel for matters presented by other Bureaus and Divisions to the Bureau of Area Operations affecting more than one Area Division, and obtaining the necessary action on these matters in the Bureau of Area Operations; 1/
- (5) Analyzing and evaluating statistical and non-statistical reports from Field and Regional offices, and preparing such coordinated reports as the Deputy Director General for the Bureau of Area Operations shall require;
- (6) Representing the Deputy Director General for the Bureau of Area Operations in his contacts with the military authorities on problems which involve more than one area division; and, together with the appropriate Division Chiefs, representing the Deputy Director General for the Bureau of Area Operations in negotiations involving a single area or function.
- (7) Locating and securing classified (confidential and secret) documents from agencies of the U.S. government and other member governments for the use of the staff of the Bureau of Area Operations, and, as required, of other Bureaus and Divisions of UNRRA, and providing for their maintenance under proper security regulations. (Details covered in Draft Administrative Order on Intelligence Liaison Service;)

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1/ Contacts with:

- a) Bureau of Supply
- b) Functional Divisions
- c) Finance and Administration in planning personnel requirements for field missions
- d) Training branch, etc.



- (8) Assisting, as required, in developing working relationships for the staff of the Bureau of Area Operations and of other Bureaus and Divisions of UNRRA with members of the staff of agencies of the U.S. government and other member governments. (Details covered in Draft Administrative Order in Intelligence Liaison Service);
- (9) Carrying on special assignments for the Deputy Director General such as the preparation of the monthly reports to the Director General, and material for the Director General's report to the Council.



BUDGET

OFFICE OF THE CHIEF

Chief	14	\$8000
Assistant Chief	12	6000
Sr. Analyst	11	5000
Sr. Analyst	11	5000
Administrative Assistant	8	3200
Secretary II	6	2800
Secretary I	5	2400

REPORTS AND STATISTICS BRANCH

Chief	12	6000
Statistician	11	5000
Analyst (Reports)	10	4500
Statistical Clerks as Required		
Secretary II	6	2800
Secretary I	5	2400

INTELLIGENCE AND LIAISON BRANCH

Intell. Liaison Officer	10	5000
Asst. Intell. Liaison Officer (Outside)	8	3200
Asst. Intell. Liaison Officer (Inside)	8	3200
Secretary II	(to maintain secret	)
Clerk Typist	(and confidential files	)



Jordan

14 August 1944

To: Michail Menshikov  
From: George Xanthaky  
Subject: Southern European Division - 1945 Budget Request

Personnel Services

The following additional positions are requested:

Office of Chief

An additional principal analyst is requested to work on the Middle East and Africa. The Middle East and African countries are at present assigned to the principal analyst who is responsible for Bulgaria and Roumania, but the anticipated volume of work is such that we recommend an additional position to take care of the Middle East and African areas.

A statistical clerk is requested to assemble statistical data and perform necessary calculations involved in the assembling and presentation of intelligence data and of reports on the operations of the mission. Much of this work is of the type that can be handled most efficiently by someone readily available within the Division since many of the assignments taken separately would not justify the trouble of an explanation and request to the proposed central statistical unit.

Greek-Albania Branch

An additional Senior Analyst is requested in view of the anticipated volume of work with respect to Greece where UNRRA operations will perhaps be more extensive than in any other country in the world.

Yugoslav Branch

An associate analyst is requested to work primarily on the preparation of materials relating to the physical aspects of distribution and transport and in addition to assist generally in the work of the Branch.

A Junior Analyst is requested to perform relatively less difficult analytical work in locating sources of information on economic and social conditions, reviewing such reports and referring those containing valuable data to analyst of higher grade, digesting



14 August 1944

intelligence data from different sources, and assisting generally in the more routine work of the Branch.

### Italian Branch

Request is made for the creation of an Italian Branch and the transfer to this Branch of the principal analyst position for Italy now located in the Office of the Chief and the creation of the positions of Chief of Branch, Senior Analyst, Secretary I, and Stenographer.

### Travel

<u>Overseas Travel</u>	<u>Est. Cost</u>		<u>Sea-</u>	<u>Est. Cost</u>		<u>Est. Total</u>
	<u>Air</u>	<u>Incl. p.d.</u>		<u>Incl. p.d.</u>		
	<u>Trips</u>	<u>&amp; Estimated</u>	<u>Trips</u>	<u>&amp; Estimated</u>		<u>Cost</u>
		<u>60 days</u>		<u>60 days</u>		
Office of Chief	4	6800	-	-		6800
Greek-Albania Br.	3	5100	-	-		5100
Yugoslav Branch	2	3400	2	1600		5000
Italian Branch	3	5100	-	-		5100
Total	12	20400	2	1600		22000

### U.S. and Canadian Travel

Office of Chief	2000 (Transportation, per diem, etc.)
Greek-Albania Branch	2000
Yugoslav Branch	2000
Italian Branch	2000
Total	8000

### Recapitulation

Overseas Travel	22000
U.S. and Canadian Travel	8000
Total	30000

### Communications

<u>Overseas Cables</u>	<u>Basis of Estimate</u>	<u>Total (300 days)</u>
Office of Chief	1 cable per day @ 150 words @ \$55	\$16,500
Greek-Albania Br.	2 cables per day @ 150 words @ 110	33,000
Yugoslav Branch	2 cables per day @ 150 words @ 110	33,000
Italian Branch	1 cable per day @ 150 words @ 55	16,500
Total	6 cables per day @ 150 words @ \$330	\$99,000



Mr. Menshikov

-3-

14 August 1944

Local telegrams and long-distance phone calls

Office of Chief	\$400	per year
Greek-Albania Branch	200	" "
Yugoslav Branch	200	" "
Italian Branch	200	" "
	<u>\$1000</u>	" "

Recapitulation

Overseas Cables	\$99,000
Local telegrams and long-distance phone calls	<u>1,000</u>
Total	\$100,000

RB1rm/ma



4300- yugoslavia  
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12 August 1944

TO: George Xanthaky

FROM: Joel Gordon

SUBJECT: Request from Bureau of Finance and Administration for  
Expenditure Program for Administrative Activities for 1945.

Request for Personal Services

I recommend that there be an increase in the budget request for 1945 in the personnel of the Yugoslav Branch of two positions. Attached is a copy in draft of the budget request form for personal services.

The following justification is offered for the changes and increases recommended:

(a) Substitution of statistical clerk for stenographer

The Analysts of the Branch will require the services of a statistical clerk to assemble statistical data and perform necessary calculations involved in the assembly and presentation of intelligence data and of reports on the operations of the Mission. At the present time, top staff in the Branch is required to do this type of work which can be delegated to a competent statistical clerk who could work in close collaboration with them and under their direction. This would ~~fill~~ <sup>free</sup> the time of top staff for more responsible work.

(b) Junior Analyst

There is need for a Junior Analyst in the Yugoslav Branch to perform relatively less difficult analytical work in locating sources of information on economic and social conditions in the country, reviewing such reports and referring those containing valuable data to Analysts of higher grade, digesting intelligence data from different sources, maintaining a source file by subject, assembling material needed to answer inquiries from the Mission, and handling simple and routine correspondence.



12 August 1944

(c) Associate Analyst

There is need for an Associate Analyst in the Yugoslav Branch to assist in the development and maintenance of a distribution and transportation handbook for Yugoslavia; a considerable amount of work will be involved in bringing together and keeping up-to-date necessary data for Mission personnel on the specific port, transportation and warehousing facilities and distribution outlets; in addition, assistance will be needed in preparing over-all progress reports on operations for the Director General.

Mr. Blinn is preparing similar data for the Greek Branch, which I assume he will submit directly to you.

Estimated Travel Expenditures

We believe that we should count on the need for staff of the Yugoslav Branch to make four trips during 1945, calculating the cost as follows:

No. of trips	Cost of Transportation - round trip		Per diem allowance		
	Per trip	Total	No. of days per trip	Total Days	Total \$8.00 per day
2 (by sea)	800	1600	60	120	960
2 (by air)	1300	2600	60	120	960
4		\$4200			1920

The total cost would be approximately \$6,000 for transportation and per diem allowance.

Estimated Cost of Communications

The present expenditures for communications give no clue to the volume that may be expected once operations begin. We would estimate cable costs as follows for the Yugoslav Branch:

3 cables per day @ \$12.00 per cable, or an annual total of approximately \$4,000. Another \$200 should be added for long distance telephone calls, making a total of \$4,200.

Special Equipment

The only special equipment needed for the Southeastern European Division is one calculating and one adding machine, which should cost approximately \$750.



George Xanthaky

- 3 -

12 August 1944

A copy of this memorandum is being made available to Mr. Elinn who, I assume on the basis of our conversation, will prepare similar data for the Creek Branch. I suggest that we go over this material sometime today and if you like I would be glad to prepare a final draft for the entire division.

JGordon/gu



Good - Yugoslavia  
General

30

23 July 1944

TO: George Xanthaky  
FROM: Joel Gordon  
SUBJECT: Development of Working Relations with Functional  
Bureaus

The re-statement of the functions of the Bureau of Areas in Mr. Corson's memorandum of 26 July helped greatly to clarify my own thinking about the job we have to do. I think it constitutes a sound organizational basis on which we can operate.

While the issuance of an administrative order along these lines will help considerably, it should be followed up by several additional concrete steps if the plan is to become a reality. I think it would be profitable, as you suggested, to have a discussion of the proposed order in our own division and subsequently a bureau-wide discussion.

I have the following specific suggestions to offer by way of implementing the proposed order:

1. If the area divisions are to be informed on plans developed by each bureau for that area, it will be necessary that
  - (a) The area division should receive copies of all materials (no matter how preliminary) prepared in other bureaus which relate to that area. This can be accomplished by a specific procedural instruction to all employees of the Administration so that it is done automatically.
  - (b) The area division should receive copies of all incoming and outgoing correspondence relating to that area. This also can be accomplished by a specific procedural instruction, if none is already in existence.



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- (c) Internally within the Bureau of Areas it seems essential that the above material be referred to the branch responsible for a specific country or countries. This point is made because I understand that it is the practice to refer cables directly from the office of the Deputy Director General in charge of the Bureau of Areas to the technical bureau concerned with a copy to the area division (I may be misinformed on this point). If the area division is truly to be a coordinating and facilitating unit, it seems essential that it review such incoming correspondence, refer it with comments, if any, to the interested bureau, and follow up and expedite any necessary reply.
  - (d) Plans of general character, not specifically related to a particular area, but which will affect plans and operations for that area, should receive general circulation among area divisions. Obviously a copy of this type of material for each area is not necessary but automatic mechanisms for obtaining such material from other bureaus and routing it through the Bureau of Areas seems essential.
  - (e) The same problem referred to in (d) above exists with respect to work of committees or other groups which may not be reflected in memoranda. Progress made in such committees should be reflected in memoranda circulated to staff; if this is not possible, staff should be kept abreast of such developments in staff meetings.
2. If the area division is not only to be informed on plans developed by other bureaus but also to participate with the Bureau of Supply in analysis of the country's requirements and plans for procurement, stockpiling and related arrangements serving the country, it is necessary that
- (a) An agreement should be reached whereby the Bureau of Supply provides for participation of the Bureau of Areas in discussions and planning in the above areas; it would seem desirable that there be a representative of the Bureau of Areas who participates



28 July 1944

in plans which cut across all areas and who will be in a position to keep the area divisions informed of general plans; in addition, arrangements should be made for the participation of individual area divisions and branches in discussions and plans relating to specific countries.

3. If the area divisions are to make available to other bureaus basic demographic, economic, and industrial intelligence, it is necessary that
  - (a) Each area division should develop some automatic method for continuously advising other bureaus of materials available in its office and for preparing and circulating summary reports containing useful data for reference purposes by other bureaus in developing their plans.
  - (b) Area divisions should review proposed plans in the light of economic and other conditions in the country of which it has specialized knowledge and which affect the desirability and practicality of proposed plans and their conformance with general agreements reached with the government of the country concerned.

The above are important services which the Bureau of Areas can render to technical bureaus, which should represent a "quid pro quo" for the material submitted by those bureaus to the Bureau of Areas.

4. It is essential that day-to-day working relations be developed with other bureaus by the several area divisions which are based on a truly cooperative relationship and mutual respect for the contribution of each. One device for achieving this objective might be the scheduling of a series of meetings between area divisions and staffs of divisions in the several bureaus, so that each has a full understanding of what the other is doing and plans to do. (Note: In the short time I have been here, I find that personnel in the Bureau of Supply have as little knowledge of the organization and plans of the Bureau of Areas as some of us have of other bureaus.)
5. It seems essential also that we discuss and clarify the relationships within the Bureau of Areas between the area divisions and the functional divisions of distribution and camp management.



Good suggestion  
30  
1 August 1944

TO: Michail Menshikov  
FROM: George Lanthsky  
SUBJECT: Functions of Area Divisions

I am seriously concerned about three points in the proposed order on the functions of the Bureau of Areas:

1. Placement of responsibility for distribution plans and operation
2. Handling of communications to and from the mission
3. Responsibility of area divisions for the missions.

I. Responsibility for Distribution Plans and Operations

The order proposes to transfer responsibility for distribution plans and operation from the area divisions to a Distribution Division. I believe that such a plan is unsound and unworkable for the following reasons:

A. Distribution plans and operations are by their very nature an area problem.

1. The transportation facilities and distribution channels to be used are dependent on the specific port, highway facilities and distribution media available in a particular country. To develop and operate a sound distribution system it is essential at every stage to be intimately familiar with such facts as:
  - (a) The geography of the country
  - (b) Its railway network and condition of rolling stock



1 August 1944

- (c) Its highway system and condition of trucking equipment
- (d) The location and capacities of warehouses, whole-sale and retail distribution facilities, including organized cooperatives of different types.

2. As you know, we have always considered preparation of distribution plans a primary function of the area division; we have been working over the past four months on a distribution plan for specific countries based on these facts; we are well along in the development of such plans.

3. To transfer this responsibility to a separate Distribution Division would be unwelcome because it would, in effect, require that such a division create area branches within itself; as pointed out above, the distribution plan is essentially local in character and can only be prepared on the basis of knowledge of local conditions.

B. Distribution plans and operations cut across all operations of the mission, are inextricably bound up with general operation of the mission, and cannot be segregated from general supervision of the mission.

1. Distribution is the basic function of the mission and supports practically all other functions. For example, agricultural rehabilitation is dependent basically on the proper distribution of seeds, equipment and other agricultural supplies. So also, the health program will be dependent in large measure on proper distribution of medical supplies and equipment. Distribution problems are closely related to problems of supply. The area division is responsible for coordinating and facilitating operation of the mission and is the only one in a central position to develop distribution plans which tie in with plans for supply, agricultural and industrial rehabilitation, health and other plans developed by other Bureaus.
2. Distribution Personnel will constitute the largest single group of employees in the mission and will give use to the largest number of problems of peculiarly local character. Under these circumstances it would be sounder to have the area divisions, which is in the best position to answer questions of a local character, handle this potentially large volume of correspondence. As a practical matter, the Distribution Division, unless organized along area lines, would have to refer such questions to the area division in any event.



1 August 1944

We recommend therefore that any separate distribution unit confine its activities to (1) expert advice on international transportation problems which could not be handled on an area basis and (2) consultant service to area divisions on general problems of rationing and price control mechanisms which are not peculiar to any country.

## II. Responsibility for Handling Communications

The order proposes that the Staff Services Division in the Bureau of Areas refer the action copy of all correspondence directly to other bureaus.

We believe that this proposal is unsound for the following reasons:

- A. It makes it impossible for the area division to coordinate and facilitate the work of the mission, since it would not be the channel for communication.
1. This proposal by-passes the area division, keeps it out of the administrative flow, thereby reducing its activities in this connection to that of an interested by-stander.
  2. If the area division is to coordinate the reply, it must be responsible for seeing that affected bureaus participate in the reply. Routing correspondence with necessary comment is the best means of accomplishing this objective.
  3. If communications are routed directly to other bureaus and by-pass the area division, responsibility for coordination is then placed on the receiving bureau and not on the area division as intended.
  4. Many communications require calling representatives of different bureaus together and frequently outside agencies. The initiative for such coordination should come from the area division; it cannot take this step in the first instance unless it receives the action copy of incoming correspondence.
- B. There must be one place in the organization to which the Director General can look for coordination of all matters affecting that area and where the current status of all plans, negotiations and operations can be learned.



1 August 1944

1. Responsibility for initiating action on field correspondence is essential to performing such a coordinative function. The routing of a cable for reply is not a mere question of routine referral; it is an important tool and sine qua non of administrative coordinating of an area and as such should be handled by the area division charged with such responsibility.
2. We recommend therefore that the action copy of all incoming correspondence be routed automatically to the area division and that the Staff Services Division confine its activity to correspondence control recording.
3. We further recommend that the area division receive all communications arising out of and/or involving operations within or related to the area, and be responsible for obtaining the required action on such communications.

### III. Responsibility for Mission

The proposed order states that the Bureau of Areas "exercises no administrative supervision over such missions". This naturally raises the question as to where responsibility for such supervision is lodged. Since the Director General cannot possibly exercise personal supervision over all missions, he will undoubtedly look to some one place in the organization which for any given mission will exercise such administrative supervision and control on his behalf.

The relationship between the headquarters and missions was outlined as follows in a communication from Mr. Menshikov to Mr. Matthews dated 8 May 1944 as follows:

"Direct supervision and control over the Balkan Mission will come from Washington through the Bureau of Areas, and the Chief of Mission will be responsible to the Deputy Director General for Areas in Washington. The Chief of the Southern European Division will serve as the opposite number, in Washington, of the Chief of the Balkan Mission. As the form and organization of the London Regional Office take shape, and as the Mission operations are accelerated, it is quite likely that there will be a delegation of authority from Washington to London. To the extent that it is practicable and desirable, this will permit a decentralization of direct control over many aspects of day to day operations, subject, however, to general policy instructions from Washington through the Bureau of Areas. Even at this early stage, however, it is essential that there be a complete and constant exchange of intelligence between Cairo, Washington and London. Similarly, London and Washington must keep each other informed on major developments in Balkan planning and operational matters".



Mr. Menshikov

-5-

1 August 1944

I recommend that the present procedure outlined above be incorporated in the order so that there is some practical mechanism of administrative supervision and control of field missions.



31 July 1944

TO: Michail Menshikov  
FROM: George Xanthaky  
SUBJECT: Functions of Area Divisions

The statement of proposed functions for the area divisions contained in the recent order prepared by Mr. Corson provides that the Distribution Division in the Bureau of Areas will be responsible for distribution in the same manner as the Camp Management Division is responsible for camps. I believe that this proposal, which represents a reversal of the present practice of having the area divisions handle distribution, will not be a workable one. Of course, there is a real need for a distribution division to coordinate distribution plans and operations developed for the several areas to insure consistency with broad distribution policy and standards. I thought that this was the original intent of establishing this division but the proposed order goes far beyond this.

Distribution is the basic operating function of any mission and supports practically all other functions. The largest proportion of personnel of the mission will be engaged in this activity and all of the activities of the mission will be inextricably bound up with it. Because distribution cuts across other functions, it seems very undesirable to functionalize it and divorce it from the area division handling the country.

Furthermore, the distribution plan for any country will have to be based on the conditions of transport, distribution outlets and other mechanisms for distribution in that country. Distribution plans and operations by their very nature are an area problem which cannot be effected by the application of general plans. At every stage, distribution is dependent on knowledge of local conditions relating to that country. To develop and operate an effective distribution plan in a country, the Distribution Division will have to organize into area branches thereby duplicating the area divisions.



It is also proposed that the Staff Services Division in the Bureau of Areas route action copies of cables and other correspondence from the field directly to the functional bureaus concerned. This proposal short-circuits the area divisions which according to the order are to be responsible for coordinating and facilitating the handling of such correspondence. This leaves the area division out of the vital decision as to what other bureaus or divisions should be called upon to collaborate in handling the problem. It would seem essential that the action copies of all such communications be assigned by the Staff Services Division to the area concerned and that the former division merely retain a general control to see that necessary replies are made. This will enable the area division to perform its coordinating function by:

- (a) Referring the correspondence with necessary comments for action; frequently it may be necessary to refer parts of the incoming correspondence to different bureaus and divisions.
- (b) Calling any conferences of two or more groups concerned
- (c) Coordinating outgoing correspondence.

If this procedure is not followed, the area division becomes only an interested by-stander and is not in the direct administrative flow where it should be. Furthermore, the present and proposed procedure for referring action copies directly to a functional bureau places the receiving bureau in the position of having to coordinate replies when other bureaus are concerned in the reply.

In general, it seems essential that the order provide that the area divisions are coordinative and facilitative with respect to all matters relating to a mission, but operative as to distribution which cuts a cross all functions and is the heart of mission operation. Otherwise, the area division will become merely a research and information center and responsibility for getting things done will be dispersed. There will be no one place where plans for a given country will be integrated so that a cohesive operation results in practice. The area division, as the focal point for a given country, must further assume responsibility for anticipating and calling to the attention of functional bureaus the need for plans or action on problems before they become critical.



27 July 1944

TO: George Xanthaky

FROM: Robert Blinn

SUBJECT: Mr. Corson's statement on the organization of the  
Bureau of Areas

In general, I believe that Mr. Corson's statement is adequate and satisfactory. It is to be followed up by an administrative order (page 9, point 1) to be based on the content of his present statement.

The principal inadequacy of the statement is that it contains no solution for delays in the recruitment and processing of overseas personnel, despite the fact that this problem is recognized (page 1, point 3) as one of the major current problems.

You will wish to look particularly at the statement regarding the area divisions which appears on page 4 and the statement of the functions of the proposed coordination and liaison division on page 6.

Points of Emphasis, number 1 and 2, (pages 6 and 7) are important, including the note at the bottom of page 7 that these points have purposely been stated in negative terms. Although I regret the continued tendency to state Bureau of Area responsibilities ~~in~~ the negative, I believe these statements are satisfactory ~~in~~ that we need not object ~~to~~ the negative approach. In this connection it is comforting to note the statement (page 8) that the Bureau of Areas plays a key role in the whole organization of UNRRA.

Reference is made (page 6, footnote) to a draft administrative order "Intelligence Liaison Service". I will try to get a copy of this as it will shed further light on the functions of the Bureau of Areas.

cc: Mr. Brunkard  
Mr. Gordon ✓



26 July 1944

TO: All Bureau and Division Heads

FROM: John J. Corson

SUBJECT: Organization of the Bureau of Areas.

The attached memorandum on the above subject is being released for informational purposes in order that it will be available to members of the staff. Some slight changes from the original memo have been made in the attached, in accordance with the discussion held in the office of the Director General on 17 July, as set forth in the "Notes" covering that meeting. This memorandum will be followed by an Administrative Order, as the text states, which will set forth the functions, powers and responsibilities of the Bureau of Areas and define its relationship with other bureaus and divisions of the Administration.

Attachment



CONFIDENTIAL

1 July 1944 (Revised)

TO: Herbert H. Lehman, Director General

FROM: John J. Corson, Deputy Director General

SUBJECT: Organization and Administration of the Bureau of Areas.

In response to your request I have, during the past few weeks, considered the organization and administration of the Bureau of Areas. During this period, I have discussed the matter on a succession of occasions with M. Menshikov, Deputy Director General in charge of the Bureau of Areas, and with several members of his staff. In addition, I have had an opportunity to discuss with representatives of most of the other Bureaus and Divisions their understanding of the functions which are or should be assigned to the Bureau of Areas. Analyses of the work currently being handled by the Bureau of Areas as reflected by copies of cables received and prepared within that Bureau, and of personnel actions and job descriptions as well as budgets originated or reviewed within that Bureau have contributed some further basis for the comments and recommendations offered here.

Current Evidences of the Problem

The need for some consideration at this time of the organization and administration of the Bureau of Areas arises, I believe, from the following evidences. These evidences should not be construed as criticisms of this Bureau or its staff but as indications of the difficulties with which the Bureau has been confronted, and the absence of a clear understanding by other bureaus and divisions of the role to be played by the Bureau of Areas.

1. Recurring instances of friction and differences between the Bureau of Areas and the functional divisions and other bureaus in their planning for field operations;
2. Confusion among the headquarters staff as to the responsibility of the Bureau of Areas for field activities now being carried on through the London Regional Office and immediately for field personnel being recruited for temporary assignment to that office;
3. Delays in the recruitment of personnel for the Balkan Mission and the processing of actions essential to the individuals traveling to a foreign post, and confusion as to the responsibility for such recruitment and processing;
4. A diffuse and apparently confused administration within the Bureau resulting from occasional direct dealing of various officials of UNRRA with members of the staff of the Bureau of Areas without any notice or information of such relationships being brought to the attention of the Deputy Director General;



5. Uncertainty as to the responsibility of the Bureau of Areas at headquarters for programming and field operations as distinct from the responsibilities which are delegated to the London Regional Office.

#### Restatement of Bureau Function

These deficiencies can not be corrected until a clear conception of the function to be performed by the Bureau of Areas is established. The functions of this Bureau were depicted in rather general terms in the memorandum of March 9, 1944, entitled "UNRRA Organization" by Sir Arthur Salter, Senior Deputy Director General. That description has been reviewed and interpreted in the course of the meetings held with you on May 10 and 11 during which the executive staff of UNRRA discussed the distribution of responsibilities between the Washington and London offices. These functions are further interpreted in the letter from Mr. Menshikov to Sir William Matthews, Chief of Mission dated May 9, 1944, describing the administration and budget for the Balkan Mission. They are spelled out more precisely in the preliminary job descriptions submitted by members of the staff of the Bureau of Areas in connection with the position classification survey and in the budget which has been established for this Bureau.

On the basis of these materials and the opinions expressed by Mr. Menshikov, members of his staff, and other bureau and division chiefs, it is possible to derive a restatement of the functions of this Bureau which may provide a sound foundation for the consideration of its organization and administration. My analysis of the problem suggests that the following functions should be performed by the Bureau of Areas at the Washington Headquarters, or through its representatives in such supervisory offices in the field ("regional" or "area" offices) as may be established:

1. To assemble all available information as to general characteristics and conditions obtaining within any area with which UNRRA is concerned, including basic demographic, economic and industrial intelligence, the reports and surveys available from other agencies of this and other governments, and reports from UNRRA's field staff, and where appropriate make such materials available to the divisions or bureaus for their information and use;
2. To serve as the coordinating channel through which all communications pass to and from UNRRA representatives in the field, planning or carrying on relief or rehabilitation activities with the representatives of any national government or in any country in order that such communications may be coordinated into a consistent and well balanced effort and that there may be a single unit within UNRRA informed as to all activities within any geographical area; 1/

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1/ Administrative Order No. 13, entitled "Preparation and Handling of Foreign Correspondence" will aid the Bureau of Areas in establishing such a channel of communications as is here required.



3. To inform itself as to the plans being developed by each Bureau and functional division of UNRRA (aided by the positive collaboration of each bureau and division), including participation with the Bureau of Supply in the analysis of each country's requirements and in the development of the plans for the procurement, stockpiling and related arrangements incident to the serving of each country, in order that a whole, integrated plan may be developed for each area within which UNRRA may operate;
4. To be responsible for the formation of missions whenever it is determined by the Director General that UNRRA will undertake any field activity in a country. This responsibility shall include the suggestion to the Director General of individuals to serve as chief of mission and the nomination of individuals for administrative, distribution and camp management posts and the review of technical personnel proposed for assignment by other bureaus and divisions solely to assure their suitability as members of the field missions to which they are assigned. In carrying out the responsibility for review of personnel, the Bureau of Areas shall develop criteria for judging the suitability of candidates for field work, and shall adopt procedures providing for (1) review, before investigation by the Personnel Division, of the senior and more responsible positions in field missions, i.e., Grade 12 and above, and review during investigation by the Personnel Division, of all other such personnel. This review is designed to permit the Bureau of Areas to raise with the recommending division or bureau any questions as to the suitability of an individual for field assignment (while assuming that the recommending division or bureau has adequately investigated the technical competence, integrity, and administrative effectiveness of the individual). Such questions must be raised promptly so that an early mutual agreement between the recommending bureau or division and the Bureau of Areas may be reached, or the question presented for decision to the Director General;
5. To expedite and facilitate the decisions on questions of policy and on matters relating to materials, supplies and personnel needed by any field mission;
6. To provide technical advice and develop detailed plans for the distribution of food, clothing, supplies and materials in each area within which UNRRA will operate and the provision of personnel competent to direct such distribution plans under the direct administrative supervision of the chiefs of mission. This function is to be exercised so as to insure adherence to conditions specified or implicit in allocations and in the acceptance of contributed supplies and will be carried out with full information and in cooperation with the Bureau of Supply to assure such adherence;
7. To provide technical advice and develop detailed plans, methods and standards for the management of camps and the provision of competent camp managerial personnel for assignment to missions where and when needed;



1 July 1944 (Revised)

8. To provide technical advice and general supervision to personnel assigned to regional offices to perform an area coordinating function (e. g. Division of Areas and Operations, London Regional Office).

#### Organization of Bureau of Areas

To perform these functions, the Bureau of Areas may logically be organized in three major parts. The first of these parts will be made up of those units presently described as the Area Divisions. There are now four Area Divisions, i.e., Central and Eastern European Division, Far Eastern Division, Southern European Division, and Western and Northern European Division. These Divisions are responsible for assembling all available information with respect to the areas they cover and for coordinating the plans being developed by other bureaus and divisions of UNRRA for the respective geographic areas. The Divisions should be continued as presently constituted but with a clearer and more precise statement and understanding of their limited functions. Each Division should in this stage be engaged in the receipt and assembly of information and the seeking out of the plans of each other bureau and division of UNRRA. 2/ These Divisions should not be expected to direct or supervise the work of other agencies of UNRRA. Rather, theirs is the function of seeking out information, 3/ circulating information, assembling information, and through such efforts coordinating the planning of all parts of UNRRA in relation to their particular area. Their success in this effort will depend upon their ability to do harmoniously an aggressive job of ascertaining from each bureau and division the status of their plans for each area and country, and in turn demonstrating to each bureau and division that the Area Divisions possess data relative to the area or country which will facilitate their planning. As well, they will be responsible for the organization of missions, the review of personnel recommended by bureaus or functional divisions for assignment to missions and the facilitation of the work of field missions in their respective areas.

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- 2/ For example, in relation to the Bureau of Supply, the Area Division should be responsible for obtaining from the Bureau of Supply all essential data as to the estimated requirements within the particular area or country and as to the plans being developed for the provision of supplies required and arrangements for shipping. Such estimates of requirements will have been assembled upon the advice of the functional divisions and other data. The Bureau of Supply must, in turn, be prepared to make such information currently and continually available.
  - 3/ The efforts of the staff of the Bureau of Areas to seek out information as to the plans and activities of each bureau and division must be met not only by a hospitable collaboration but a positive effort in each organizational unit continually to bring to the attention of these Area Divisions all pertinent materials and information that will facilitate the general coordination of plans and efforts within UNRRA.



The second principal part of the Bureau of Areas consists of two divisions each engaged in the functional supervision of activities to be carried on in the field. The first of these divisions is the Camp Division; the second, the Distribution Division. The Camp Division is in part a "functional division" similar to the Health and Welfare divisions. It is, as well, a coordinating division responsible for assembling services essential to the management of each camp. This division should be responsible for camps wherever they may be needed to accomplish UNRRA objectives. Its responsibility will include the development of plans for camps, of standards and methods of camp administration, and selection of personnel competent to manage camps, inspect camp operations and advise the responsible administrative officials in the field on camp management. This division should not be responsible for the direction or operation of camps: In such a dispersed operation as UNRRA, authority for actual operations in the field must be delegated to the responsible field official, the chief of mission. Moreover, it may not be necessary that camp managers or related specialists recruited by this Division be assigned to every mission.

The organizational character of the Distribution Division is similar. This division, too, is a functional division. It should be responsible for all phases of the distribution of goods and services including:

- (1) The planning for the distribution of goods and services through commercial channels;
- (2) the development of price control and ration policies;
- (3) the development of plans and methods for the physical movement of goods within a country, i.e., transportation, and
- (4) the development of plans and methods for the warehousing of materials and supplies to be distributed.

These functions will, of course, be carried on to the extent determined by the wishes of the Member Governments and in collaboration with those Governments.

It is to be hoped that a detailed distribution plan can be developed in advance of UNRRA's entry into each country which will indicate where and in what quantities supplies will be delivered, how they will be transported -- by truck, rail, water -- where they will be warehoused and what proportions will be distributed by direct giving to individuals or by sale through commercial channels. The selection and training of personnel to develop and subsequently administer such plans will, too, be the function of the Distribution Division. After, however, such personnel has been assigned to a field mission to carry out this activity the responsibility for day to day administration of the activity will be that of the chief of mission. Each of these headquarters divisions will communicate advice and information to the officials operating in the field through the respective Area Divisions of the Bureau of Areas, in the same manner as the "functional divisions," i.e., Health, Welfare and Displaced Persons, communicate through the Area Divisions.



The third part of the Bureau of Areas consists of several requisite facilitating staff services. These staff services include units responsible for the recruiting of personnel, the review of communications, the procurement of supplies and transportation for the headquarters staff and the assignment of stenographic and clerical personnel. These staff services also include a somewhat different type of service in the proposed Coordination and Liaison Division. This Division should be responsible for liaison between this bureau and other bureaus and divisions of the Administration wherever direct relationships between units within the bureau and other units of the Administration are not feasible. It should be responsible too for such additional liaison activities as the Deputy Director General assigns the Division as his personal representative. Finally, it will be responsible for liaison with those agencies of member governments which are preparing studies and analyses of areas in which UNRRA will operate. 4/ This liaison function should not be permitted to discourage or sever working relationships now maintained within UNRRA or between any unit of UNRRA agencies of the U. S. Government; rather, its function should be to seek out those areas where general information of value to more than one unit of UNRRA can be had and to assemble such data and make it available to those units within UNRRA that can utilize it.

The organization which has been described in the preceding paragraphs consists of a total of eight subdivisions of the Bureau reporting to the Deputy Director General. This number raises the question as to what assistance the Deputy Director General should have in carrying on the management of the Bureau. Undoubtedly, he will need a competent personal assistant who can relieve him of all administrative routine and assist him in the making of decisions on more substantial questions. He may, in the long run, need an assistant or deputy of even larger stature but at this time it seems preferable to delay the establishment of such a position and consider subsequently whether the span of control within the Bureau is so great that such a position need be established.

The accompanying chart depicts graphically the organization that has been described. For each unit precise functional statements can (and should be) developed promptly if this form of organization is accepted as best designed to accomplish the responsibilities of this Bureau.

#### Points of Emphasis

The effectiveness of this organizational structure in day-to-day performance will depend upon the clarity of understanding among and the acceptance by the staff of certain characteristics of the functions with which this Bureau is entrusted. These characteristics are:

1. The Bureau of Areas, and specifically the Area Divisions are not responsible for the creation of plans for functional activities in

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4/ This responsibility is further described in a draft Administrative Order, "Intelligence Liaison Service," which is ready for release at the time an Administrative Order is released pursuant to these over-all recommendations concerning the Bureau of Areas.



- specified areas, (other than distribution and camp management). These divisions are responsible for the assembly of information and intelligence which will be of value to other bureaus and divisions in the construction of such plans, for seeing to it that each of those bureaus and divisions does construct such plans, and for bringing together the plans of those bureaus and divisions with a view to raising questions as to seeming duplication of effort or gaps in the total plan for the area.
2. The Bureau of Areas, and specifically the Area Divisions, will not direct or supervise the field operations of UNRRA within any area. This is the responsibility of the chief of mission. These Area Divisions will be responsible for seeing to it that each bureau and division is prepared to provide the chief of mission with plans and personnel for operations to be undertaken. Subsequently the Area Divisions will serve the Chief of Mission by expediting the responses to that official's communications and particularly his requests for decisions on matters of policy, for supplies and personnel. The chief of each Area Division, in short, will serve as a coordinator of plans and operations in the headquarters office and the facilitator and expeditor upon which the chief of mission may constantly rely for prompt attention to his stated needs.
  3. The Bureau of Areas in its performance of functional responsibilities in the fields of distribution and camp management does not operate field activities. These two divisions plan, develop standards and methods to guide administrative personnel in the field, may inspect field performance, and will advise. This principle is essential to the effective performance of these activities on a decentralized basis; it is impossible to operate camps or to distribute supplies in the Balkans or any similarly remote area directly from the Washington headquarters office. These operating activities must be entrusted (as also the functional activities of other bureaus and divisions) to responsible field officials who are authorized to act, subject only to the guidance of centrally developed advice and standards communicated through the Bureau of Areas (the respective Area Divisions) and with the aid of personnel selected and trained in those functions by the headquarters bureaus and divisions.
  4. The Bureau of Areas, in the formation of field missions, is not responsible for the determination of the technical competence of personnel selected by the functional divisions for assignment to the field. The Bureau of Areas shall review the recommendations of personnel to be assigned to field operations in order to establish records of the personnel available for field assignment, to facilitate all actions essential to their preparation for field assignment, and in order that it may raise any essential questions as to the suitability of a technically competent person for a particular field assignment.

These points have been stated in negative terms. They are purposely so stated in order that emphasis may be given to the coordinative and



facilitating characteristics of the functions to be performed by the Bureau of Areas. They are so stated, as well, in order that the balance of responsibilities between the functional divisions and bureaus of UNRRA may be placed in clear relief.

#### Essentials to Effective Administration

Effective administration will require not only the construction of an orderly organizational structure and the clear definition of the responsibilities of each subdivision of that structure. Effective administration of the Bureau of Areas will require as well, I believe, at least:

1. A clear definition of the general purpose and responsibilities of the Bureau of Areas and its relationships with other units of UNRRA;
2. a clear statement of the functions to be performed by each subdivision of the Bureau;
3. the understanding and acceptance of this statement of the functions to be performed by each subdivision of the Bureau;
4. the knitting of the total staff of the Bureau of Areas into a more effective integrated whole in order that the several members of the staff may be acquainted with the activities being carried on throughout the Bureau and have all information pertinent to their individual tasks;
5. that each individual member of the staff of the Bureau of Areas shall recognize his responsibility for continuously keeping the Deputy Director General in charge of the Bureau informed of his activities through the established supervisory channels, and shall deal with other bureaus and divisions and officers of the Administration only to the extent to which he has been assigned such responsibility by the Deputy Director General; in turn, officials throughout UNRRA must be expected to deal with the Bureau of Areas through the Deputy Director General or such of his assistants as he may designate.

#### Recommendations

While I have devoted considerable time to this problem during recent weeks, my analysis of the problems involved in the organization and administration of the Bureau of Areas has not been so extensive that I can with assurance prescribe remedies which will of themselves result in the effective functioning of this Bureau in the future. It should be recognized that the Bureau of Areas plays a key role in the whole organization of UNRRA. In the performance of its coordinative and facilitating responsibilities, the Bureau of Areas is an important integrated force and channel of communications for UNRRA and, hence, in its structure encompasses the most significant organizational problems with which UNRRA will cope.



However, I believe it is possible to offer four recommendations, the acceptance of which will materially improve the effectiveness of the Bureau of Areas. These are the following:

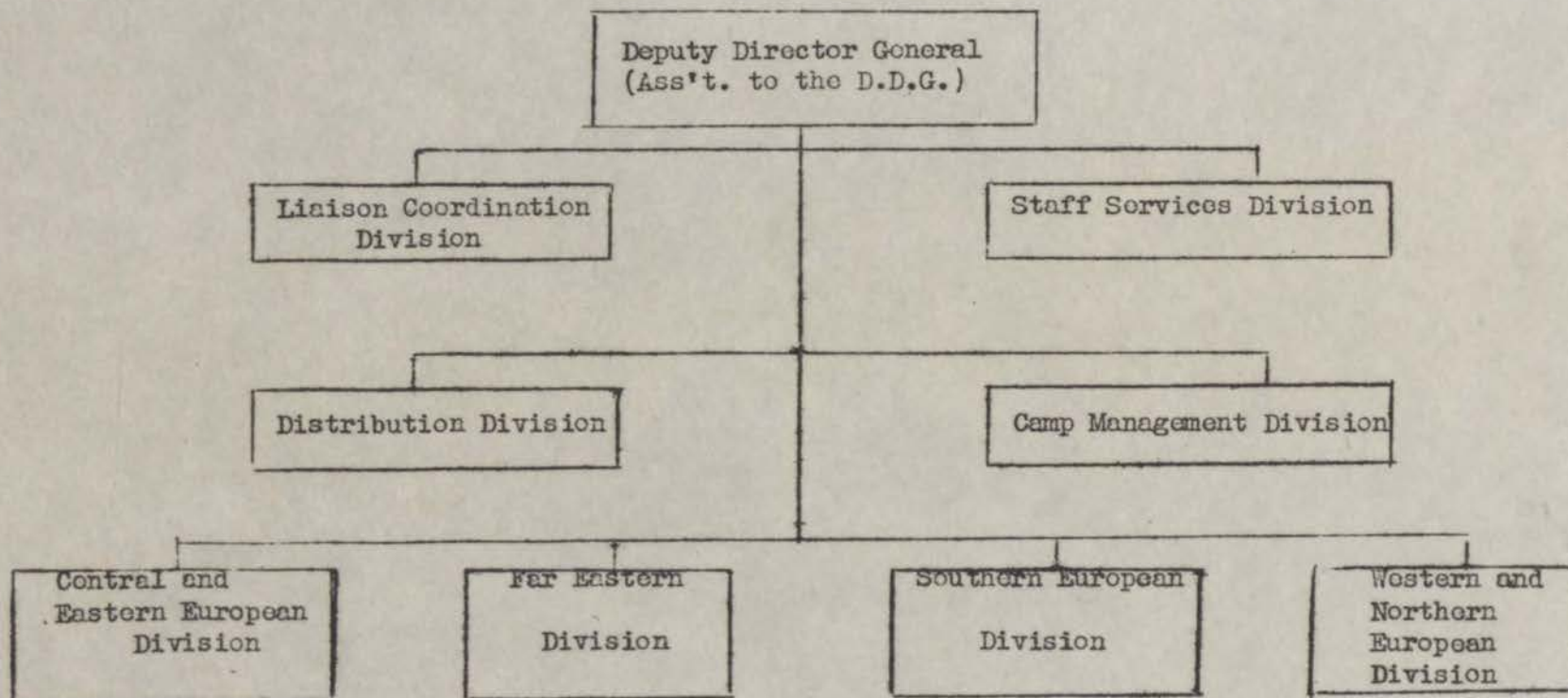
1. The organization and functional responsibilities of the Bureau of Areas and each subdivision will be restated in accordance with the general outline presented in pages 4 to 6 under the headings, "Organization of Bureau of Areas" and "Points of Emphasis." This restatement will be prepared by the Bureau of Finance and Administration, with the collaboration of the Bureau of Areas, in the form of an Administrative Order to be promulgated by the Director General.
2. The nature of this organization and the functional responsibilities shall be discussed with the several bureaus and division chiefs at a staff meeting to be conducted by the Director General.
3. The nature of this organization and the functional responsibilities of each subdivision of the Bureau of Areas shall be discussed in detail at meetings of the staff of the Bureau of Areas convened by the Deputy Director General in charge of that Bureau, with such assistance from the Deputy Director General in charge of Finance and Administration as he may desire.
4. Immediate efforts shall be made to fill each of the positions of division chief and assistant within the Bureau with competent and effective personnel.

The acceptance of these recommendations will, I believe, clarify the responsibilities of the Bureau of Areas, improve the relationships between the Bureau of Areas and other bureaus and divisions of the Administration, and increase the effectiveness of the staff of the Bureau of Areas itself.

In the long run, however, it is essential that further consideration be given to the nature of the complete field organization through which UNRRA will operate. Until this field organization is conceived, the responsibilities of such supervisory offices (these may be called "regional offices," "area offices" or by still another title) as may be established defined, and their relationships with the Bureau of Areas and the Office of Regional Liaison clarified, there will continue to be some misunderstanding and confusion. It would be desirable if it were possible to visualize the complete field organization that UNRRA will require when it has reached maturity. If this field organization could be envisioned and an orderly structure outlined within which the functions of such regional offices as will be established could be indicated, and the parts to be played in these regional offices by each of the several bureaus and divisions of the Administration and the Bureau of Areas, and the role of the Office of Regional Liaison made clearer, the organization and functions of the Bureau of Areas could be defined with greater precision and assurance. In the meantime, the steps recommended can be taken with the assurance that progress is being made.

Attachment







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UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

9 June 1944

TO: George Xanthaky  
Harry Franklin  
K. Y. Chen  
Victor Rodnov

FROM: Myer Cohen

You will recall that at a recent Staff Meeting Mr. Sokolowski discussed with us the functions and responsibilities of the office of the Financial Adviser. At the conclusion of the meeting it was agreed that Mr. Sokolowski would send us a memorandum specifying types of material which would be of special importance for the work of the Financial Adviser.

At the request of Mr. Menshikov, I am bringing to your attention the outline received from Mr. Sokolowski (attached herewith). It is not intended that you should immediately undertake research on all of the points listed. However, as and when you secure data on any of the points in this memorandum, it is requested that you forward the information to the office of the Financial Adviser so that Mr. Sokolowski may have the benefit of particular information prepared on an area and country basis.

Please bring this matter to the attention of the Branch Chiefs under your supervision.

Attachment  
Memorandum from Mr. Sokolowski



C O P Y

6 June 1944

TO: Michail Menshikov  
FROM: M. Sokolowski  
SUBJECT: Information of particular interest to  
the office of the Financial Adviser

I. In all the countries with which UNRRA may have contact, available data and figures on:

- 1) balances of payments,
- 2) national income,
- 3) ordinary and extraordinary budgets;  
national debts,
- 4) currency or currencies used in the area (denomination, volume, coverage, rates of exchange - official and unofficial, etc.),
- 5) banking apparatus and how it functions (especially as regards exchange regulations and other restrictions, e.g., freezing of bank deposits.

II. As regards contributing countries (as understood in Sections 4 and 5 of the Financial Plan, e.g., Egypt), in addition to the items mentioned above:

- 1) what kinds and amounts of foreign currencies are in the possession of the government or central bank,
- 2) what surpluses of commodities exist in the area, and what are the local prices of such commodities,
- 3) what kind of services could be made available for UNRRA's use (transportation, port facilities, etc.) and what are the prices of such services (tariffs, etc.),
- 4) what does UNRRA need in the way of funds in local currency to cover the expenses of its missions.

III. In addition to # I, in the case of countries in which UNRRA will perform relief and rehabilitation activities (Sections 16-21 of the Financial Plan), it would be useful to have information on the following:



- 1) existing foreign exchange assets (gold, long and short term investments); this is particularly important in regard to enemy or ex-enemy areas (e.g., Italy),
- 2) sources of additional foreign exchange, especially the current position of export products (including possibilities of rehabilitation); contributions for relief and rehabilitation from sources other than UNRRA (neutrals, etc. - Section 11 of the Financial Plan); emigrant remittances, balances of interstate clearing accounts, income from transit, shipping, etc.
- 3) exportable surpluses of goods (all kinds of export surpluses - not only relief and rehabilitation goods); export policy of the government; difficulties encountered in relations with foreign markets;
- 4) available local services which may be of importance to UNRRA, not only for local relief and rehabilitation, but also for work in other areas - transit, port facilities, etc.; prices (tariffs, etc.),
- 5) local needs of foreign exchange for purposes other than relief and rehabilitation (par. 2, Section 17 of the Financial Plan), especially needs connected with reconstruction - for friendly countries;
- 6) local prices of relief and rehabilitation commodities and services - official and unofficial; marketing regulations; costs of distribution (including distribution by other relief agencies - e.g., Red Cross in Greece),
- 7) surpluses of goods which may be used for local relief or rehabilitation; existing marketing regulations for such goods; possibilities of obtaining surpluses by rehabilitation; prices,
- 8) UNRRA's needs in local currency - for administrative expenses and purchases of goods mentioned in # 7,
- 9) methods applied by the government for financing its own expenses (normal revenues; borrowing - e.g., the recent agreement between Norway and Sweden; issue of currency); financial relations between government and Allied military authorities.



25 May 1941

To: Mr. Perazich

From: Cicely A. Ryshpan

The attached report may be of interest to you. It was sent by the Areas and Operations Division of the Department of Services and Areas in the European Regional Office to Washington for inclusion in the Director General's Report.



CO 5434

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EUROPEAN REGIONAL OFFICE

DEPARTMENT OF SERVICES AND AREAS

AREAS AND OPERATIONS DIVISION

1. The Director of the Areas and Operations Division was appointed on April 25. To the end of the period of this report he remained the only officer in the Division and was occupied in the interviewing of possible officers of all categories. The difficulty in this respect is already known to Headquarters.
2. The name of an Assistant Director, Commander F. H. Fordham, has already been approved. His release requires the personal sanction of his Minister here. It is hoped that he will be free to take up his duties early next week. His immediate task will be to establish external liaison of working levels with military authorities and with Allied Governments. An assistant to him will be selected shortly.
3. A preliminary budget for the Division has been compiled and is now under consideration.
4. More senior people who are suited to be heads of the Division are difficult to find within reasonable age limits. It will be advisable to proceed with some discretion in filling these posts. A number of possibles will be interviewed.
5. In order to make a start with the work of the Areas an Intelligence Officer for each section has been selected. Their duties will be to collect area information and summarize reports, etc. This type of personnel (female) with academic qualifications and some relevant experience is easier to find. Those selected are already in employment and it may be a matter of ten days before their release to UNRRA can be arranged. They are being appointed in the lowest grade of Administrative Officer, viz. III.
6. Information gathered by the Division of Areas and Operations will be transmitted to the Information Division for inclusion in its reports and analysis. The



primary responsibility for the collection, analysis and transmission to Washington of reports and information rests with the Information Division.

J. V. Delahaye  
Director, Areas and Operations Division.  
12th May, 1944



8000- *unpublished*  
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UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

4 July 1944

TO: George Perazich  
FROM: Myer Cohen *M*  
SUBJECT: Work Programs for Area Divisions -  
Discussion with Mr. Menshikov, July 5, 3:30 p.m.

Submitted herewith is an outline to be used as a basis for discussion at the meeting to be held in Mr. Menshikov's office. This outline is to be regarded as suggestive only, and not necessarily adequate or complete. It has been prepared for the purpose of stimulating discussion as to the general scope of work to be done by Area Divisions.

1. Assembling of essential data on the Area in the form of maps, charts, statistics to show:
  - A. Physical Geography
  - B. Economic Geography
  - C. Population and Ethnology
  - D. Government structure (national and local)
  - E. Transportation system ✓
  - F. Distribution channels and controls ✓
  - G. Production and consumption statistics ✓
  - H. Import-Export statistics ✓
2. Contacts with representatives of country in which UNRRA may operate, to determine:
  - A. General attitude toward scope and types of UNRRA operations in the particular country
  - B. Specific data relating to kinds and quantities of supplies and services needed (estimates of requirements)
3. Contacts with U.S. Agencies to obtain data and studies relevant to planning of Area operations.
4. Content of actual Area Program: •
  - A. Supplies needed, by commodities
  - B. Anticipated Sources of Supplies, by commodities
  - C. Anticipated Requirements of Shipping
  - D. Anticipated Ports of Destination, with estimates of quantities and commodities for each



- E. Plans for Inland Transportation of Supplies
- F. Programs of Distribution, showing channels to be used, and methods to be followed
- G. Services needed, by types (Health, Welfare, Industrial Rehabilitation, Agricultural Rehabilitation, Displaced Persons)
- H. Programs for furnishing required services<sup>2</sup>
- I. Estimates of Personnel required to operate programs, and preparation of Mission Personnel Budget
- J. Preparation of Operating Budgets covering costs of:
  - i - Procurement, shipment, distribution of supplies
  - ii - Operations of service programs (Health, Welfare, Displaced Persons, Industrial Rehabilitation, Agricultural Rehabilitation)
  - iii - Administrative costs other than for personal services
- K. Estimates as to:
  - i - Costs to be met by payments in foreign exchange by receiving country
  - ii - Costs to be met by payments in local currency, and plans for use of these funds in the field.



28 July 1944

TO: George Xanthaky  
FROM: Joel Gordon  
SUBJECT: Development of Working Relations with Functional  
Bureaus

The re-statement of the functions of the Bureau of Areas in Mr. Corson's memorandum of 26 July helped greatly to clarify my own thinking about the job we have to do. I think it constitutes a sound organizational basis on which we can operate.

While the issuance of an administrative order along these lines will help considerably, it should be followed up by several additional concrete steps if the plan is to become a reality. I think it would be profitable, as you suggested, to have a discussion of the proposed order in our own division and subsequently a bureau-wide discussion.

I have the following specific suggestions to offer by way of implementing the proposed order:

1. If the area divisions are to be informed on plans developed by each bureau for that area, it will be necessary that

- (a) The area division should receive copies of all materials (no matter how preliminary) prepared in other bureaus which relate to that area. This can be accomplished by a specific procedural instruction to all employees of the Administration so that it is done automatically.

- (b) The area division should receive copies of all incoming and outgoing correspondence relating to that area. This also can be accomplished by a specific procedural instruction, if none is already in existence.



28 July 1944

- (c) Internally within the Bureau of Areas it seems essential that the above material be referred to the branch responsible for a specific country or countries. This point is made because I understand that it is the practice to refer cables directly from the office of the Deputy Director General in charge of the Bureau of Areas to the technical bureau concerned with a copy to the area division (I may be misinformed on this point). If the area division is truly to be a coordinating and facilitating unit, it seems essential that it review such incoming correspondence, refer it with comments, if any, to the interested bureau, and follow up and expedite any necessary reply.
  - (d) Plans of general character, not specifically related to a particular area, but which will affect plans and operations for that area, should receive general circulation among area divisions. Obviously a copy of this type of material for each area is not necessary but automatic mechanisms for obtaining such material from other bureaus and routing it through the Bureau of Areas seems essential.
  - (e) The same problem referred to in (d) above exists with respect to work of committees or other groups which may not be reflected in memoranda. Progress made in such committees should be reflected in memoranda circulated to staff; if this is not possible, staff should be kept abreast of such developments in staff meetings.
2. If the area division is not only to be informed on plans developed by other bureaus but also to participate with the Bureau of Supply in analysis of the country's requirements and plans for procurement, stockpiling and related arrangements serving the country, it is necessary that
- (a) An agreement should be reached whereby the Bureau of Supply provides for participation of the Bureau of Areas in discussions and planning in the above areas; it would seem desirable that there be a representative of the Bureau of Areas who participates



23 July 1944

in plans which cut across all areas and who will be in a position to keep the area divisions informed of general plans; in addition, arrangements should be made for the participation of individual area divisions and branches in discussions and plans relating to specific countries.

3. If the area divisions are to make available to other bureaus basic demographic, economic, and industrial intelligence, it is necessary that

- (a) Each area division should develop some automatic method for continuously advising other bureaus of materials available in its office and for preparing and circulating summary reports containing useful data for reference purposes by other bureaus in developing their plans.
- (b) Area divisions should review proposed plans in the light of economic and other conditions in the country of which it has specialized knowledge and which affect the desirability and practicality of proposed plans and their conformance with general agreements reached with the government of the country concerned.

The above are important services which the Bureau of Areas can render to technical bureaus, which should represent a "quid pro quo" for the material submitted by those bureaus to the Bureau of Areas.

4. It is essential that day-to-day working relations be developed with other bureaus by the several area divisions which are based on an truly cooperative relationship and mutual respect for the contribution of each. One device for achieving this objective might be the scheduling of a series of meetings between area divisions and staffs of divisions in the several bureaus, so that each has a full understanding of what the other is doing and plans to do. (Note: In the short time I have been here, I find that personnel in the Bureau of Supply have as little knowledge of the organization and plans of the Bureau of Areas as some of us have of other bureaus.)
5. It seems essential also that we discuss and clarify the relationships within the Bureau of Areas between the area divisions and the functional divisions of distribution and camp management.



8570 - Yugoslavia  
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SUGGESTED DUTIES FOR YUGOSLAV BRANCH PERSONNEL

CHIEF OF BRANCH

To organize the branch, supervise its work and direct the planning and execution of different studies, as requested by the Division Chief or the Deputy Director General for Areas.

To be responsible for assembling of information relating to economic, social and political affairs in Yugoslavia, that would be useful in the preparation of tentative operating programs for the Yugoslav Mission.

To maintain liaison with the functional divisions of UNRRA and with private and public organizations interested in Yugoslav Relief and refugee work.

To advise the Chief of the Division and the Deputy Director General of Areas on all aspects of UNRRA operations in Yugoslavia.

Under the direction of the Division Chief or the Deputy Director General to review all reports coming from the field and prepare recommendations.

To assist in selection and training of field personnel for the Yugoslav Mission and be responsible for the preparation of tentative operating programs.

To participate in intra-agency meetings where UNRRA activities in Yugoslavia are to be discussed.

PRINCIPAL ANALYST

Under the direction of the chief of branch to prepare background studies, reports and programs relating to UNRRA operations in Yugoslavia.

To establish contacts and maintain liaison with other technical organizations that are repositories of economic and social information on Yugoslavia and to make use of their facilities so as to avoid repetition of effort.



To prepare memoranda on specific problems as may be requested by the Bureau of Supplies and the functional divisions.

To prepare and assemble information on the distribution of relief, on available means of transportation, etc., and to assist in developing estimates for food, agricultural and industrial requirements.

As directed by the branch chief to review the various operating programs for the field mission, examine reports from the field and draft recommendations.

#### SENIOR ANALYST

Under the general direction of the branch chief and the principal analyst to assist in the preparation of studies and compilation of economic data and to work on general research project as may be required.

To edit reports, prepare maps, be responsible for checking statistics and arranging for typing and reproduction of studies.

To build up, and maintain up to date, a list of contacts from which information might be obtained.

To be the custodian of all technical reports received from outside sources, other UNRRA organizations and from the field and to build up and maintain a specialized technical library dealing with the work of the Yugoslav branch and the field mission.



8610 - Yugoslavia -  
UNRRA Mission  
operating program

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11 April 1944

324 To: Mr. Menshikov  
Mr. Anderson  
Mr. Cohen  
Mr. Xanthaky ✓  
Mr. Perazich ✓  
Mr. Janus ✓  
Mr. Rodnov  
Mr. Welk  
Mr. Franklin  
Mr. Tereshtenko  
Miss Sender  
Mrs. Jacquelin  
Miss Berger  
Miss Flexner

From: Cicely A. Ryshpan

The attached is a draft of an outline of an area operating program revised in accordance with suggestions made at a meeting in Mr. Anderson's office on Thursday, March 23rd. I should appreciate it if you would let me have your comments on this draft by Saturday, April 16th. It is hoped that these suggestions can be embodied in the final draft, which will be used as the basis of planning activities in the future.

CAR:RG



In planning for operations in the field, UNRRA has two ends in view: (1) to insure that the supplies and personnel needed for relief and rehabilitation will be ready for movement into the areas where they are needed as soon as this becomes possible, and (2) to insure that the field missions will be prepared with as accurate a view as can be obtained in advance of the problems they are likely to meet in the areas to which they are assigned and with recommended techniques for solving them so that they can begin effective operations promptly.

To serve these purposes, it will, of course, be necessary for UNRRA to estimate the requirements of all liberated areas for relief and rehabilitation supplies and services to be brought in from the outside, to accumulate the needed supplies and arrange for their transportation overseas, and to recruit and train personnel for work in the field. But it will be equally important for UNRRA to formulate ~~the~~ general operating policies and work out in detail ~~the~~ techniques to be used in operations.

In many cases, it will be useful to set forth these policies and suggested techniques in general manuals. The field missions will undoubtedly find very helpful manuals outlining policies and techniques in such fields as:

- (1) Estimating and screening estimates of import requirements in the field;
- (2) Receiving, warehousing, and distributing imported supplies to primary recipients (the government or authority in the liberated area, or private importers);

- (3) Internal distribution of supplies where UNHRA is responsible for distribution, including a consideration of price policies to be followed, distributive channels to be used, control mechanisms to be instituted or maintained in operation, e.g. priorities, allocations, and rationing;
- (4) Providing welfare services;
- (5) Meeting sanitation and health problems;
- (6) Meeting problems with respect to displaced persons, including their registration, temporary care, and repatriation or other permanent settlement;
- (7) Operation of refugee camps.

But if UNHRA is to give prompt assistance to the people in liberated areas, to relieve their most pressing needs and to help them to become self-supporting as early as possible, its operative plans must be shaped to meet local needs and local problems. Estimates of the import requirements of entire countries will not serve, necessary as such estimates are for allocations and advance procurement. If the most urgent needs are to be met first, UNHRA needs estimates of the requirements of each section of each country, estimates which take into account the effect of importing certain types and quantities of commodities on local production and marketing of these and other commodities. Only on the basis of such detailed estimates, will it be possible for UNHRA to schedule imports into each country, specifying the types and quantities of commodities to be shipped to each principal receiving point (port or rail point of entry) in each successive short time period (a month or a half-month).

Similarly, a general definition of UNHRA's responsibilities for



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distribution, and the general policies to be followed and techniques to be used in that field will not meet the needs of an UNRRA field mission going into any specific country, necessary as these general statements are for the development of plans for distribution in ~~any area~~. A mission charged with responsibility for distribution in any area will need specific plans based on an analysis of local distributing facilities and practices, local control mechanisms, etc.

The attached outline was prepared to indicate in detail the framework within which operating plans for specific liberated areas should be developed. It assumes that UNRRA will need, for every liberated area,

A. A general definition of the character and extent of UNRRA responsibilities for operations in and for the area in question, in such fields, among others as (1) estimating or screening estimates of import requirements, (2) arranging for the purchase and transportation of imports, (3) distributing supplies within the area, and (4) providing services in the fields of agricultural and industrial rehabilitation, welfare, health, and the temporary care and permanent settlement of displaced persons. This statement should be based on operating agreements with <sup>the government or authority in the area</sup> other agencies, after <sup>the occupying military forces, and</sup> these have been negotiated. Before their negotiation, it would be based on an analysis of local needs and the ability of <sup>these</sup> ~~all~~ other agencies to meet them and should serve as a guide to UNRRA in negotiating such agreements.

B. Information required as a basis for all estimates and plans:  
(1) population, (2) topography and climate, (3) the organi-

sation of the government or authority in the area with particular reference to the agencies with which UNRRA will have to deal, and (4) UNRRA standards for relief and rehabilitation.

C. An estimate of the requirements of the area for relief and rehabilitation supplies and services to be brought in from the outside, during the first year of UNRRA operations, and an estimate of regional needs whether these are to be met out of imported or indigenous supplies.

D. Recommended policies and techniques to be followed in:  
(1) distributing goods or reviewing the distribution policies of the government or authority in the area, and (2) estimating and screening import requirements in the field.

E. An analysis of the foreign exchange resources of the area and the ability of the government <sup>in the area</sup> to mobilize them. This analysis would serve as a basis for an estimate of the extent to which the country can be expected to finance the purchase of relief and rehabilitation supplies and the extent to which UNRRA should be prepared to assist.

F. A recapitulation of the estimates of the area's requirements for imported supplies and an import schedule which specifies the types and quantities of commodities to be shipped to principal <sup>receiving</sup> points during specified brief time periods.

G. A detailed plan of the UNRRA field mission to go into the area, including (1) a detailed description of the geo-



graphic and functional organization of the mission, (2) a list of positions to be filled and the responsibilities assigned to each of these positions, and (3) a suggested plan for action indicating the relative urgency of the tasks that must be performed.

The outline covers all fields in which UNRRA may have to develop plans before operations begin. In planning for operations in any specific area, only those fields will be covered which will be of any significance to UNRRA in that area.

The outline indicates in some detail the type of plans which will have to be developed and the information which should be given to support the plans proposed. Unfortunately, the information called for in the outline will not always be available. But members of the staff of UNRRA preparing plans must bear in mind the importance of supplying as much information in support of their estimates and proposed plans as possible. Estimates and plans prepared in advance must always be regarded as tentative. They may have to be revised many times before being put to use, as additional information is brought to light. But evaluation and revision of estimates and plans is difficult, if not impossible, unless the bases upon which they rest are stated explicitly. In the case of plans developed at UNRRA Headquarters, explicit presentation of supporting evidence is a matter of particular concern since these plans will be examined and revised not only at Headquarters, but also at regional offices, such as the London office, by missions, such as the Cairo mission, stationed in areas adjacent to the area in which UNRRA will operate, and by reconnaissance missions gathering information in the field during

the period of military control.

Although this outline was developed in the Bureau of Areas and indicates the type of plans that must be prepared for operation in the several areas, the estimates and plans called for must be developed co-operatively by all Bureaus and Divisions in UNRRA. Thus, the Bureau of Supply is primarily responsible for estimating import requirements in advance of liberation and for the policies to be followed and the techniques to be employed in estimating and screening import requirements in the field after liberation. The Divisions of Health, Welfare, Displaced Persons, and Industrial Rehabilitation are responsible for estimating requirements for supplies and services and for <sup>The</sup> policies to be followed and the techniques to be employed in their respective fields. The Bureau of Areas is responsible for formulating policies and suggesting techniques in such fields as distribution, but its major responsibility is to insure that there is developed for every area a consistent set of plans, based upon a consistent set of estimates of need.

The final plans for operation will be a cooperative product in another sense. As has already been suggested, they will be developed by the Headquarters staff, the staff of regional offices and the staff of exploratory missions. It is not possible at this time to define precisely the responsibility of the Headquarters staff for the final product. But, however tentative the results, planning must begin now. The first versions will have value even if they only delineate the problems likely to arise and offer only tentative solutions for these problems. Indeed, one of the most important contributions that the Area Divisions at UNRRA Headquarters can make at this stage is to formulate questions which exploratory missions should be directed to answer.



It is worth noting further, that in analyzing the needs and problems of the liberated areas and planning to meet them, UNRRA expects to be able to draw upon the accumulated knowledge and experience of agencies of the member governments: e.g. in the U.S., the Army, the Office of Strategic Services, the Foreign Economic Administration, the Office of Foreign Agricultural Relations, etc., <sup>in</sup> the United Kingdom, the Army, the Ministry of Economic Warfare, etc., and the estimates of the Inter-Allied Bureau for Postwar Requirements.

OUTLINE OF AN AREA OPERATING PROGRAM

A. A general definition of the character and extent of UNHRA responsibilities for operations in and for the area in question in such fields, among others, as:

- I. Estimating and screening estimates of import requirements;
- II. Arranging for the purchase and transportation of supplies to be imported;
- III. Distributing supplies within the area;
- IV. Providing services in the fields of agricultural and industrial rehabilitation, welfare, health, and the temporary care and permanent settlement of displaced persons.

This definition should be supported;

1. By a description and analysis of the operating agreements between UNHRA and, respectively, the military forces occupying the area, civilian agencies of the governments of the occupying military forces, the responsible national government or authority in the area, and all other agencies which may participate, including, e.g., other international organizations, voluntary welfare societies, etc.;
2. Before such agreements have been negotiated, by a general description of the needs of the area and the ability of the national government or authority in the area and other agencies to meet these needs, and an indication of UNHRA's minimum responsibilities in



view of its policies (e.g., to insure equality of treatment to all areas and equitable distribution within areas.) In this case, it should suggest the kind of operating agreements that should be negotiated.

## B. General Bases of Estimates.

### I. Population.

#### 1. Statistics on population:

- |                             |   |
|-----------------------------|---|
| a. For the area as a whole, | } Broken down to show<br>urban-rural distribution |
| b. By regions,              |   |
| c. For principal cities.    |   |

#### 2. Within each category listed under 1, there should be a breakdown by:

- a. Sex,
- b. Age groups,
- c. Occupation,
- d. Religious affiliation.

### II. Geographical character of the country:

This should be a general description of the geography of the country. A detailed description will be given below under Distribution and Transportation.

- 1. General description of topography,
- 2. General description of climate.

### III. Political Organization and leadership:

- 1. A general description of the political organization of the country and of any government or authority operating outside the country prior to liberation;
- 2. A detailed description of agencies of the government

with which UNHRA will have direct dealings (e.g. Supply Missions) not including agencies which will be described in connection with special problems below - e.g. government agencies dealing with rationing and price controls, governmental health and welfare agencies, governmental agencies dealing with displaced persons, etc.

C. Estimate of the requirements of the area for relief and rehabilitation supplies and services during the first year of UNHRA operations.

I. Estimates of requirements for;

1. Foodstuffs (including soap) and supplies and services for the rehabilitation or reorientation of agriculture and the food processing industries;
2. Textiles and clothing, hides, leather and shoes, and accessories and supplies and services for the rehabilitation of the industries producing them;
3. Supplies and services for the rehabilitation of existing shelter facilities and the construction of emergency shelters;
4. Fuel and lubricants for all purposes, and supplies and services for the rehabilitation of industries producing them;
5. Medical supplies and services, and supplies and services for the rehabilitation of industries producing medical supplies;
6. Supplies and services for the rehabilitation of transportation facilities;



7. Supplies and services for the rehabilitation of public utilities and services: so far as they can be repaired or restored to meet immediate demands: such as light, water, sanitation, power, temporary storage, communications;
8. Material equipment for the rehabilitation of educational institutions;
9. Otherwise unspecified commodities which will enable the recipient country to produce and transport relief supplies for its own and other liberated areas;
10. Welfare services, including the care of homeless and displaced persons in refugee camps.

II. For each commodity, the estimate should include:

1. An estimate of total requirements for the area as a whole, and by regions.

In support of this estimate, the following information should be given:

- a. UNRRA standards for the provision of this commodity, based on an analysis of pertinent sections of the UNRRA Agreement, and pertinent resolutions of the Council and the appropriate standing committees;
  - b. Pertinent statistics on population;
  - c. Statistical and other information on prewar and wartime consumption.
2. An estimate of indigenous supplies for the area as a whole, and by regions.

In support of this estimate, the following information

should be supplied;

- a. Statistics on indigenous production before and during the war;
- b. Information, statistical or otherwise, on stocks, (including army stocks) in the country at the beginning of the period of UNRRA operations, their location geographically and their holders (e.g. wholesalers, retailers, producers, consumers).
- c. The assumptions underlying these estimates with respect to:
  - (1) The time of the year when UNRRA will begin operations;
  - (2) Indigenous productive capacity during the several stages of the period covered, having regard to the effect upon capacity of the rehabilitation activities to be carried on;
  - (3) The extent of hoarding and other activities, including waste and destruction, tending to keep goods from the market, having regard to the effect of the measures that will be taken to prevent such activities and <sup>to</sup> bring goods to market.
- d. Several alternative estimates may have to be prepared, based on differing assumptions with respect to c (1), (2), and (3). The assumptions underlying each estimate must be stated explicitly.

3. An estimate of exports by destination.

In support of this estimate, the following information



should be supplied;

- a. Statistical and other information on exports before and during the war;
- b. A justification for the proposed exports in the light of the area's needs for other commodities that must be imported and foreign exchange and the needs of other liberated areas for the commodity to be exported for relief and rehabilitation.

4. An estimate of the import requirements with possible sources of supply.

- a. This estimate should be derived from the estimates of total requirements, indigenous supplies and exports given above.
- b. If alternative estimates of indigenous supplies were given under 2 above, alternative estimates of import requirements will have to be prepared.
- c. If the commodity under consideration is being imported, even in part, to increase indigenous production of other commodities or to bring these indigenous products to market for the use of this or other areas (i.e. rehabilitation supplies or incentive goods), the estimate of import requirements for this commodity should be supported by an estimate of the effect of such imports on the indigenous supply of these other commodities and should be consistent with the estimates of the indigenous supplies of those commodities.
- d. The estimate should be further supported by statistics

on imports before and during the war.

5. An estimate of import requirements for special UNRRA activities in the field (e.g. refugee camps).

The quantities given in these estimates are to be included in the estimate of total import requirements given above.

6. Estimates of regional deficits with possible sources of supply, whether indigenous or foreign.

- a. These estimates should be derived from the estimates of regional requirements, indigenous supplies, and exports given above.
- b. If alternative estimates of indigenous supplies were given under 2 above, alternative estimates of regional requirements will have to be prepared.
- c. If the commodity under consideration is to be supplied to the region, even in part, to increase regional production of other commodities or to bring the products of the region to market for the use of this or other regions (i.e. rehabilitation supplies or incentive goods) the estimate of regional needs for this commodity should be supported by an estimate of the effect of bringing it in on the regional supply of these other commodities and should be consistent with the estimates of the regional supplies of those commodities.
- d. These estimates should be further supported so far as possible by statistics on regional deficits and surpluses before and during the war.



III. For each class of services, the estimate should include the following:

1. An estimate of the character and extent of need in the area as a whole, and in each region.
2. In support of this estimate the following information should be supplied:
  - a. An estimate of the total need for personnel to perform the service.
  - b. An estimate of the local personnel and the military personnel who might serve to meet the need.

#### D. Policies and Procedures to be Followed in the Field.

##### I. Distribution.

It is assumed that a manual will set forth general UNRRA policies and will recommend techniques to be used in distribution. It will be necessary, however, to describe in detail the techniques to be employed in distribution in the specific area in question.

##### 1. General policies - economic and legal:

- a. Character and extent of UNRRA's responsibilities for distribution;
- b. Recommended methods to be used in breaking down existing barriers to trade and reestablishing the normal flow of goods within the country and between it and other countries.

##### 2. If UNRRA is to be responsible for distribution within the country:

- a. Recommended techniques to be used in integrating

supplies into the general distributive system,

- (1) The prices to be paid for imports and the prices to be paid domestically for imports and domestic products;
- (2) Controls to be exercised over distribution e.g. priorities, allocations, rationing;
- (3) Distributive channels to be used.

b. In support of these recommendations, the following information should be supplied:

- (1) A detailed description of the domestic distributive systems from processor or importer through wholesale and retail distributors, including special channels, such as cooperatives;
- (2) A detailed description of existing governmental controls:
  - (a) Price control at all levels;
  - (b) Rationing controls at all levels, including priorities and allocations to industrial users, wholesale and retail dealers, and consumers.
- (3) A description of the distributive problems in the area - hoarding, etc.

c. Recommended geographical organization for distribution -

- (1) Recommended main receiving points for UNHRA supplies.

In support of these recommendations, the following information should be supplied:



- (a) Water or rail routes to these points from sources of UNRRA supplies;
- (b) Types and capacity of storage facilities at those points;
- (c) Processing and marketing centers which can be supplied from these points over named supply routes.

(2) Recommended regional storage points.

In support of these recommendations the following information should be supplied:

- (a) Routes connecting these points with main receiving points for UNRRA supplies and with domestic producing areas and processing centers;
- (b) Types and capacities of storage facilities at these points;
- (c) Processing and marketing centers which can be supplied from these points over named supply routes.

(3) Recommended local distributing points

- (a) In support of these recommendations the following information should be given:

- (1) Routes connecting these points with main receiving points for UNRRA supplies and with domestic produc-

ing areas and processing centers;

- (2) The areas which can be supplied from them.

3. If UNRRA is to be responsible only for distribution of selected UNRRA supplies - e.g., supplies for the indigent, for refugee camps, etc.,

a. Recommended techniques to be employed in integrating supplies into the general distributive system,

- (1) The prices, if any, to be paid for them;
- (2) Controls to be exercised - e.g., priorities, allocations, and rationing;
- (3) Distributive channels to be used.

b. In support of these recommendations, the following information should be supplied:

- (1) An estimate of the number and type of people to be supplied, their location, etc.;
- (2) A description of the domestic distributive system, with special reference to the channels that might be used to supply people of the type to be supplied, located as they are.

4. If UNRRA is not to be responsible for internal distribution:

a. Recommended prices at which imported supplies should be delivered to recipients in the country.

In support of these recommendations, the following information should be supplied:

- (1) An analysis of the effect upon indigenous production and distribution of pricing at,



above, or below existing price levels.

- b. Recommended policies with respect to commercial dealings between UNRRA and the area - i.e., shall deliveries of UNRRA supplies be made to the government only or shall deliveries be made to industrial consumers and commercial distributors;
- c. Recommended form of UNRRA review of distribution policies and procedures followed by the government or authority in the area.

In support of this recommendation, the following information should be given.

- (1) A description of the distributive system from processor or importer through wholesale and retail distributors;
- (2) A description of governmental controls and an analysis of their effectiveness in promoting equitable distribution and stimulating production and the flow of goods to market.
  - (a) Price control at all levels;
  - (b) Rationing controls at all levels, including priorities and allocations to industrial users, wholesale and retail dealers and consumers.

## II. Estimating and Screening import requirements .

It is assumed that a manual will set forth general UNRRA policies and will recommend techniques to be used in estimating and screening estimates of requirements. It will be

necessary, however, to describe in detail the techniques to be employed in distribution in the specific area in question.

1. Character and extent of UNRRA responsibilities;
2. If UNRRA is to be responsible for preparing estimates of requirements in the field:

- a. Recommended structure of UNRRA organization,

- (1) Geographical,

- (a) This recommendation should be supported by and be consistent with the proposed geographical organization for distribution.

- (2) Functional (e.g. commodity or other breakdown),

- (a) This proposal should be supported by a detailed description of the type of commodities to be imported.

- b. Standards and techniques to be employed in estimating requirements and in setting down the estimates;

- c. Agencies, institutions, and persons in the area likely to be of use in preparing estimates of import requirements:

- (1) Governmental agencies - national, regional, and local;

- (2) Commercial institutions - national, regional, and local;

- (3) Community leaders - national, regional, local- e.g. priests, school teachers, etc.

3. If UNRRA is to be responsible only for screening requirements in the field:



a. Recommended structure of UNRRA organization:

- (1) Geographical,
- (2) Functional,

These recommendations should be supported  
as indicated under 2a above

- b. Standards and procedures to be employed in screening estimates of requirements;
- c. Agencies, institutions, and persons in the area likely to be of aid to UNRRA in screening estimates of requirements.

E. Financing UNRRA Operations in the Area.

- I. Foreign exchange resources of the country, including long-term credits, and the ability of the government of the country to mobilize them;
- II. Extent to which payment for UNRRA goods may be expected to be made in foreign exchange or local currency.

F. Recapitulation of estimates of requirements for the import of supplies.

- I. Estimate of import requirements by categories.
- II. Priority List for Imports.

- 1. Priorities should be assigned to specific quantities and categories of commodities;
- 2. Alternative priority lists should be prepared, based on differing assumptions as to the time of the year when UNRRA will begin operations, the extent to which it will be possible to rehabilitate agriculture and industry and to insure the marketing of available supplies. In each case the underlying assumptions should be stated

explicitly.

#### G. Proposed Plan of the UNRRA Field Mission to the Area

All the material in Sections A-G should be used in support of the proposed plan of the UNRRA Field Mission. <sup>The</sup> ~~Its~~ size and composition <sup>of the Mission</sup> will be determined by the character and extent of UNRRA's responsibilities in the area, the size of the country, the size and character of its population, its topography and transport facilities which may facilitate or impede mobility on the part of field personnel, the character and extent of its needs for supplies and services to be brought in from the outside, all of which are dealt with in these sections. All recommendations with respect to the field mission should be supported by reference to the appropriate sections above.

#### I. Proposed Organization of the Field Mission.

##### 1. Administrative Organization.

The organization at Headquarters and the top controlling organization in each district and sub-district will be determined and <sup>should be</sup> justified by an explicit statement of the size of the mission and the functions it will have to perform.

##### 2. Geographical Organization.

In support of the proposed geographic organization, the following information should be supplied:

- a. The proposed geographic organization of distribution of supplies (Section D,I)
- b. Regional needs for special services (e.g. medical care in epidemic areas, welfare services in particularly distressed areas, agricultural and industrial rehabilitation at specific locations,



the operations of refugee camps, etc. (Section C)

### 3. Functional Organization

In support of the proposed functional organization, the following information will have to be supplied:

a. A description and analysis of the character and magnitude of the services to be performed in the field:

- (1) UNRRA's responsibility for distribution and what it entails in the way of personnel (Section D,I).
- (2) UNRRA's responsibility for estimating or screening import requirements and what it entails in the way of personnel (Section D,II).
- (3) The needs of the area for services which cannot be met by local personnel in the fields of welfare, industrial rehabilitation, health and medical care, and the temporary care and permanent resettlement of displaced persons. (Section C, II).

### II. Positions to be filled in the field -

1. A list of all positions to be filled;
2. A detailed description of the responsibilities attached to each position listed above;
3. In support of both these recommendations, reference should be made to information available in other sections of the program on:
  - a. The size of the area (Section B, 2),

- b. The population of the area (Section B,1),
- c. The needs of the area for supplies and in particular for services (Section C),
- d. The proposed organization of the field mission - administrative, geographical, and functional (Section G,1)

### III. A Priority List of Tasks to be Performed in the Field

In support of this priority list, the following information should be supplied:

1. The name and location of specially distressed areas and the character of their needs - i.e. for food or other commodities, medical care (epidemic areas) welfare services, agricultural and industrial rehabilitation, temporary care of displaced persons;
2. Alternative proposals as to the general tasks to be undertaken first, according to stated assumptions as to the time of the year when UNRRA will begin to operate in the area. (e.g., assistance in getting a crop in during the spring, assistance in harvesting in the fall, etc.);
3. Alternative proposals as to the general tasks to be undertaken first according to stated assumptions as to the character of the problems to be met. (e.g. <sup>if</sup> ~~can~~ dehoarding measures <sup>are to</sup> be put into operation, which measures should be tried first; shall railroads or roads be rehabilitated first, what factories should be rehabilitated first, etc.);
4. Detailed proposals as to the steps to be taken first in each Headquarters office, each District office, etc.



These should be very specific and should deal with such matters as:

- a. The type of office space to be secured and, if such information is available, where it can be secured;
- b. The agencies of the national government or authority, the regional government, the local government, and the occupying army, and non-governmental agencies or institutions such as churches, schools, organizations of business men, cooperative societies, medical societies or hospitals, private welfare agencies, etc., with whom contacts should be established as soon as possible, with an indication of the type of assistance they can render;
- c. Individuals in the country who might be useful to UNRRA, classified by the purpose for which they can be used, with a description, where possible, of their last known address, their background and personalities.

March 22, 1944

To: Messrs: M.A. Menshikov  
Dewey Anderson  
Meyer Cohen  
A. Sorieri  
C. Janus  
G. Perazich ✓  
H.L. Franklin  
Toni Sender  
Rodnov  
~~M. K. K. K.~~  
Rogers

From: Marie L. Berger  
Mrs. Jacquelin  
Cicely A. Ryshpan  
W.L. Welk

Subject: Outline of Area Operating Program

Attached is a draft of an outline of an area operating program, prepared by the working committee assigned to that task at a meeting in Mr. Anderson's office on Wednesday, March 8. This outline is to be discussed at a meeting in Mr. Anderson's office on Thursday, at 2:30 p.m. Your comments and suggestions are desired.

*Animal Husbandry ?*



### AREA OPERATING PROGRAM

Before UNRRA begins to operate in the field, it will have a number of preparatory tasks to perform. On the one hand, it will have to estimate the requirements of the liberated areas for relief and rehabilitation supplies and services to be brought in from the outside. On the other, it will have to accumulate the needed supplies, recruit and train personnel for work in the field, formulate operating policies and devise operating procedures for the distribution of supplies and for making services available where needed.

In this preparatory stage, the Bureau of Areas will have as a major responsibility the development of overall plans for operations in specific liberated areas, based on estimates of the requirements of these areas for relief and rehabilitation supplies and services. But such plans cannot be developed independently by the Bureau of Areas. For the other Bureaus and Divisions of UNRRA will be developing plans in fields for which they are responsible, which will cut across every area. Thus the Bureau of Supply will be responsible for preparing overall estimates of the import requirements of the liberated areas in advance of liberation, and for formulating policy and developing procedures for the estimating and screening of import requirements in the field. ++ The Divisions of Health, Welfare, Displaced Persons, and Industrial Rehabilitation will be responsible for estimating requirements for supplies and services, formulating policy and developing operating procedures in their respective fields. For that reason, although the Bureau of Areas will be responsible for formulating policy and developing policy procedures in other fields, such as distribution within liberated areas, its ~~procedures~~ primary responsibility in the development of operating programs for specific areas will be to coordinate the estimates and plans developed by all Bureaus and Divisions into a consistent whole.

In developing these programs, it is expected that the Bureau of Areas will not only make use of the material prepared by other Bureaus and Divisions of UNRRA, but also of material prepared by agencies of the member governments including e.g., in the U.S., the OSS, the FEA, the OFAR, etc., in the UK, the MEW, the Ministries of Food and Agriculture, etc., and the estimates prepared by the Inter-Allied Bureau for Postwar Requirements. It is not expected that the Bureau of Areas will be compelled to collect the required information and prepare estimates de novo.

The overall plan for operations in any area will be a cooperative product in another sense. It will be prepared by the Headquarters staff, the staff of the regional offices, such as the London Office, the staff of missions, like the Cairo Mission, stationed in areas adjacent to the areas in which UNRRA expects to operate, and the staff of reconnaissance missions sent during the period of military control into areas where UNRRA expects to operate. It is not possible to define precisely, at this time, the responsibility of the Headquarters staff for the final product. It is clear, however, that work on the preparation of the program must begin at once. The first program prepared at Headquarters may be regarded as a first approximation to the final product. It will probably have to be revised several times before a final program can be agreed upon. These revisions may be made by Headquarters, by the regional offices, by missions stationed in areas adjacent to the areas where UNRRA expects to operate, or by reconnaissance missions in the area itself. But the first version will have value if it delineates the problems likely to arise, even if it cannot suggest final solutions for them. In that connection, one of the most important tasks for an Area Division in the preparatory stage is to determine and to formulate the questions to which exploratory missions should attempt to find answers.



The attached outline indicates in some detail the fields to be covered and the form to be followed by an area operating program. It is recognized that all operating programs will not cover all the fields, but each program should cover all fields of significance for the area under consideration. The character of the supporting analysis to be supplied is specified in detail. It is recognized that the supporting evidence called for may not always be available, but it is regarded as essential that the bases for estimates and operating plans be presented in as great detail as possible in every instance. Evaluation and revision of estimates and plans will be difficult, if not impossible, without such detailed justification.

It should be noted that the outline covers activities within liberated areas. It does not concern itself with the problem of transporting supplies to the area. It should be noted, further, that area operating programs will be supplemented by a series of manuals setting forth policies and procedures in specific fields, such as (1) estimating or screening import requirements, (2) internal distribution - including warehousing, internal transportation, etc., (3) the provision of welfare services, (4) the provision of health services, (5) the operation of refugee camps, etc. It is expected that these Manuals will be prepared by the appropriate Bureaus or Divisions in cooperation with the Bureau of Areas to insure their consistency with general policies with regard to operations in the field.

AREA OPERATING PROGRAM

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## OUTLINE OF AN AREA OPERATING PROGRAM

A. A general statement of the probable character and extent of UNRRA operations in the area.

I. This statement should be supported by a description and analysis of the operating agreements between UNRRA and, respectively, the military forces occupying the area, civilian agencies of the governments of the occupying military forces, the responsible national government or authority in the area, and all other agencies which may participate, including e.g., other international organizations, voluntary welfare societies etc.

II. Before such agreements have been negotiated, the statement should be supported by a general analysis of the needs of the area, the desire and ability of the national government or authority in the area and other agencies to meet these needs, and UNRRA's responsibilities, in view of its principles and policies (i.e. to insure equality of treatment to all liberated areas, and equitable distribution within any liberated area), and should include a recommendation as to desirable provisions with regard to operations in the area to be incorporated in the operating agreements

B. General Bases of Estimates

I. Population, by categories

1. Complete statistics on population

- a. For the area as a whole } Broken down to show urban-
- b. By regions } rural distribution
- c. For principal cities
2. Within each category listed under 1, there should be a breakdown by
  - a. Sex
  - b. Age groups
  - c. Occupation
  - d. Religious affiliation

## II. Geographical character of the country

This should be a general description of the geography of the country. A detailed description will be given below under Distribution and Transportation

1. General description of topography
2. General description of climate

## III. Political organization and leadership

1. A general description of the political organization of the country and of any government or authority operating outside the country prior to liberation
2. A detailed description of agencies of the government, both those within the country and those operating outside the country, prior to liberation, with which UNRRA will have direct dealings (e.g. Supply Missions) but should exclude agencies which will be described <sup>in connection with special problems below</sup> - e.g. government agencies dealing with rationing and price controls, governmental health and welfare agencies, governmental agencies dealing with displaced persons, etc.



#### IV. UNRRA standards for relief and rehabilitation

1. A description and analysis of general provisions of the UNRRA agreement and resolutions adopted by the Council or the Central Committee with reference to UNRRA standards for relief and rehabilitation
2. Provisions of the UNRRA agreement and resolutions adopted by the Council or the Central Committee with reference to UNRRA standards in specific fields will be described and analyzed in the section on those fields below.

#### C. Estimate of the requirements of the area for relief and rehabilitation supplies and services during the first year of UNRRA operations

##### I. Estimate of the requirements for food and for supplies and services for the rehabilitation or reorientation of agriculture and the food processing industries

##### 1. Estimate of requirements for food (including soap)

(These estimates should be prepared in cooperation with the Food Division of the Bureau of Supply)

- a. Estimate of total requirements for each major class of foodstuffs (including soap) for the area as a whole, and by regions
  - (1) A description and analysis of resolutions of the UNRRA Council setting up standards in this field.
  - (2) These estimates should be derived from the estimates of population, in significant categories, applied to an UNRRA standard ration.
  - (3) They should be supported, so far as possible, by statistical and other information on consumption

before and during the war.

- b. Estimate of indigenous production of each major class of raw foodstuffs, for the area as a whole, and by regions.

These estimates should be supported, so far as possible, by:

- (1) Statistics on indigenous production before and during the war;
- (2) Statistics or other information on stocks at the beginning of the UNRRA period, and their location;
- (3) A statement of the underlying assumptions as to:
  - (a) The time of the year when UNRRA will begin operations;
  - (b) The extent to which agriculture will be rehabilitated or reorientated;
  - (c) The probable effect of preventive measures on hoarding and other activities, including waste and destruction, tending to keep goods from the market.
- (4) Present alternative estimates, based on differing assumptions with respect to I, 1, b, (3), (a), (b) and (c) above

- c. Estimate of indigenous production of each major class of processed foodstuffs (including soap) for the area as a whole, and by regions.

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These estimates should be supported, so far as possible, by:

- (1) Statistics on indigenous production before and during the war;
- (2) Statistics or other information on the capacity of food processing plants capable of operation at the beginning of the UNRRA period;
- (3) A statement of the underlying assumptions as to the extent to which food processing facilities will be rehabilitated or their capacity increased.
- (4) Present alternative estimates, based on differing assumptions with respect to I,1,c, (3) above.

d. Estimate of exports of each major class of raw and processed foodstuffs, by destination.

These estimates should be supported, so far as possible, by:

- (1) Statistical and other information on exports before and during the war;
- (2) A justification for the proposed export policy, in the light of the area's needs for commodities to be imported and foreign exchange, and the needs of other liberated areas for the exported commodities for relief and rehabilitation.

e. Estimate of import requirements for each major class of raw and processed foodstuffs, (including soap) with possible sources of supply. *(Consider, in this connection, the availability of army stocks.)*

- (1) These estimates should be derived from I,1,a -  
I,1,d above
- (2) They should be further supported by statistics on  
imports before and during the war.
- (3) Present alternative estimates, based on the alterna-  
tive estimates under I,1,b and I,1,c above.

F. Estimate of import requirements for each major class  
of raw and processed foodstuffs (including soap) for  
special UNRRA activities in the area

(These estimates should be prepared in cooperation  
with the Food Branch of the Bureau of Supply, the  
Refugee Camp Section in the Bureau of Areas and  
the Health and Welfare Divisions)

The quantities given in these estimates are to be in-  
cluded in the totals given above.

G. Estimate of deficits or surpluses of each region in  
each major class of raw and processed foodstuffs  
(including soap), whether to be met out of domestic or  
imported supplies.

- (1) These estimates should be derived from I,1,a -  
I,1,d above.
- (2) They should be further supported, so far as possible  
by statistics on regional deficits and surpluses  
before and during the war.
- (3) Present alternative estimates based on the alterna-  
tive estimates under I,1,b and I,1,c above.



2. Estimate of requirements for supplies and services for the rehabilitation or reorientation of agriculture and the food processing industries

(These estimates should be prepared in cooperation with the Agricultural Rehabilitation and Industrial Materials Divisions of the Bureau of Supply and the Industrial Rehabilitation Division)

Since these estimates will serve as the bases for the estimates in I, 1, b, c, e, and g above, they must be consistent with the assumptions adopted there.

a. Description of the pattern of agricultural production in the area before and during the war and the proposed pattern during the UNRRA period.

b. Estimate of requirements for seeds, agricultural and fishing tools, equipment and supplies, and equipment and supplies for the food processing industries.

(1) For such items as seeds, fertilizer, tinplate for canning, etc., these estimates should be supported, so far as possible by:

(a) Statistical and other information on consumption <sup>and during</sup> before the war;

(b) An estimate of the effect of imports of specific types and quantities of these items on domestic production of foodstuffs.

(2) For such items as agricultural and fishing tools, equipment and repair parts, and equipment and repair parts for the food processing industries, they

should be supported, so far as possible, by statistical and other information on:

- (a) Installed capacity and net annual additions before the war;
- (b) Installed capacity at the beginning of the period of UNRRA operations;
- (c) Number of units which could be rehabilitated with specific types and quantities of repair parts;
- (d) Effect upon domestic production of foodstuffs of specific quantitative additions to the available supply of new or repaired items of equipment.

b. Estimate of indigenous production of seeds, agricultural and fishing tools, equipment and supplies, and equipment and supplies for the food processing industries

- (1) These estimates should be supported, so far as possible, by statistical and other information on indigenous production before and during the war.
- (2) For agricultural and fishing tools, equipment and repair parts, and equipment and repair parts for the food processing industries, they should be further supported by a statement of the underlying assumptions as to the extent to which facilities to produce these items will be rehabilitated.
- (3) Present alternative estimates, based on differing assumptions with respect to I, 2, b, (2) above.



c. Estimate of import requirements for seeds, agricultural and fishing tools, equipment and supplies, and equipment and supplies for the food processing industries.  
*(Consider, in this connection, the availability of army supplies.)*

(1) These estimates should be derived from I, 2, a and I, 2, b above.

(2) They should be further supported, so far as possible, by statistical and other information on imports before and during the war.

(3) Present alternative estimates, based on the alternative estimates in I, 2, b above

d. Estimate of import requirements for equipment, supplies and repair parts for industries producing exclusively agricultural and fishing equipment and supplies, and equipment and supplies for the food processing industries.  
*(Consider, in this connection, the availability of army supplies.)*

(1) These estimates form the basis for the estimates in I, 2, b above and should be related to them.

(2) They should be confined to industries producing items exclusively for the food processing industries - e.g. factories producing tinsplate, agricultural hand tools, etc. The estimates of requirements for the rehabilitation of industries producing items for use in the listed fields along with other items - e.g. steel mills, textile plants, etc. - will be discussed below under general industrial rehabilitation.

- e. Estimate of regional deficits in seeds, agricultural and fishing tools, equipment and supplies, and equipment and supplies for the food processing industries, whether to be met out of indigenous or imported supplies.
- f. Estimate of requirements for technical assistance in the rehabilitation or reorientation of agriculture, the food processing industries, and the industries producing agricultural and fishing tools, equipment, and supplies, and those producing equipment and supplies exclusively for the food processing industries, for the country as a whole, and by regions.

(1) These should be estimates of the character and extent of need for technical assistance, including assistance in reestablishing experimental stations and essential agricultural institutions.

(2) These estimates should be supported by:

(a) An estimate of the total need for technical assistance,

(b) An estimate of the local personnel available.  
(Consider, in this connection, the availability of military personnel.)

II. Estimate of requirements for textiles and clothing, hides, leather and shoes, and accessories, and for supplies and services for the rehabilitation of the industries producing them.

(These estimates should be prepared in cooperation with the Textile and Industrial Materials Divisions of the Bureau of Supply and the Industrial Rehabilitation Division)



1. Estimate of requirements for textiles and clothing, hides, leather, and shoes, and accessories.

a. Estimate of total requirements, for the area as a whole, and by regions

These estimates should be supported, so far as possible; <sup>by:</sup>

- (1) Statistical and other information on consumption before and during the war;
- (2) Statistical and other information on stocks at the beginning of the UNRRA period at every level, including the consumer level;
- (3) Health considerations;
- (4) Estimates of requirements for the prevention of hoarding and other measures tending to keep goods <sup>estimates</sup> from the market. (These/should be related to the assumptions in I,1,b,(3),(c) above.)

b. Estimate of indigenous production of fibres, yarns, textiles and clothing, hides, leather (or substitutes) and shoes, and accessories, for the area as a whole, and by regions.

These estimates should be supported, so far as possible, by:

- (1) Statistical and other information on indigenous production before and during the war;
- (2) Statistical or other information on the capacity of facilities (industrial and domestic) capable of operation at the beginning of the UNRRA period;

(3) A statement of the underlying assumptions as to the extent to which facilities to produce these items will be rehabilitated during the UNRRA period.

(4) Present alternative estimates, based on differing assumptions with respect to I. b, (3) above

c. Estimate of exports of fibres, yarns, textiles, and clothing, hides, leather (or substitutes) and shoes, and accessories.

These estimates should be supported by:

- (1) Statistical and other information on exports before and during the war;
- (2) A justification for the proposed export policy, in the light of the area's needs for commodities to be imported and foreign exchange, and the needs of other liberated areas for the exported commodities for relief and rehabilitation.

d. Estimate of import requirements for fibres, yarns, textiles and clothing, hides, leather (or substitutes) and shoes, and accessories, with possible sources of supply. (Consider, in this connection, the availability of military supplies)

- (1) These estimates should be derived from II, 1, a, - II, 1, c above.
- (2) They should be further supported by statistics on imports before and during the war.
- (3) Present alternative estimates, based on the alternative estimates under II, 1, b above.



- e. Estimate of the import requirements for fibres, yarns, textiles and clothing, hides, leather (or substitutes) and shoes, and accessories for special UNRRA activities in the area.

(These estimates should be prepared in cooperation with the Refugee Camp Section in the Bureau of Areas and the Health and Welfare Divisions.)

The quantities given in these estimates are included in the total import requirements given above.

- f. Estimate of regional deficits in fibres, yarns, textiles, and clothing, hides, leather (or substitutes) and shoes, and accessories, whether to be met out of indigenous or imported supplies.

(1) These estimates should be derived from II,1,a - II,1,c above.

(2) They should be further supported so far as possible, by statistical and other information on regional deficits and surpluses before and during the war.

(3) Present alternative estimates, based on the alternative estimates under II,1,b above

2. Estimate of requirements of supplies and services for the rehabilitation of facilities (industrial and domestic) for producing textiles, clothing, leather, shoes and accessories. Since these estimates will serve as bases for the estimates in II,1,b,e and f above, they must be consistent with the assumptions adopted there.

- a. Estimate of requirements for equipment, supplies, and repair parts for facilities (industrial and domestic) for producing textiles and clothing, hides, leather and shoes, and accessories, for the area as a whole and by regions.

These estimates should be supported, so far as possible, by statistical and other information on:

- (1) Installed equipment (industrial and domestic) and annual additions before the war;
- (2) Changes in installed capacity during the war;
- (3) Units which could be rehabilitated with the aid of specific types and quantities of repair parts
- (4) Effect upon domestic production of textiles and clothing, hides, leather, and shoes, and accessories of specific quantitative additions to the available supply of new or repaired items of equipment.

- b. Estimate of indigenous production of equipment, supplies and repair parts for facilities for producing textiles, and clothing, hides, leather and shoes, and accessories, for the area as a whole and by regions.

These estimates should be supported, so far as possible by:

- (1) Statistical and other information on indigenous production before and during the war;
- (2) Statistical and other information on the capacity of facilities producing them at the beginning of the UNRRA period;



(3) A statement of the underlying assumptions as to the extent to which facilities to produce these items will be rehabilitated. (The estimates of requirements for the rehabilitation of these facilities will be discussed below under general industrial rehabilitation).

(4) Present alternative estimates, based on differing assumptions with respect to II,2,b,(2) above.

c. Estimate of import requirements for equipment, supplies and repair parts for facilities (industrial and domestic) for producing textiles and clothing, hides, leather and shoes, and accessories. *(Consider, in this connection, the availability of army supplies.)*

(1) These estimates should be derived from II,2,a, and II,2,b above.

(2) They should be further supported by statistical and other information on imports before and during the war.

(3) Present alternative estimates based on the alternative estimates in II,2,b above.

d. Estimate of regional deficits in equipment, supplies and repair parts for facilities (industrial and domestic) for producing textiles and clothing, hides, leather, and shoes, and accessories, whether to be met out of domestic or imported supplies.

(1) These estimates should be derived from II,2,a and II,2,b above.

e. Estimate of requirements for technical assistance in the rehabilitation of facilities (industrial and domestic) for producing textiles and clothing, hides, leather and shoes, and accessories, for the country as a whole and by regions.

(1) These should be estimates of the character and extent of need for technical assistance, including assistance in setting up emergency workshops.

(2) These estimates should be supported by:

(a) An estimate of the total need for technical assistance;

(b) An estimate of the local personnel available.  
*(Consider, in this connection, the availability of army personnel.)*

III. Estimate of requirements for supplies and services for the rehabilitation of existing shelter facilities and for the construction of emergency shelters.

(These estimates should be prepared in cooperation with the Industrial Materials Division of the Bureau of Supply and the Industrial Rehabilitation Division)

1. Estimate of total requirements for the rehabilitation of existing structures or the construction of emergency shelters, for the area as a whole, and by regions.

These estimates should be supported, so far as possible, by statistical and other information on:

a. Number of dwelling units and net annual additions before the war;

b. Net change in the number of habitable dwelling units



during the war, including the number of dwelling units destroyed and damaged.

2. Estimate of total requirements for shelter materials and repair parts, for the area as a whole and by regions

a. These estimates should be derived from the estimates in III,1, above.

XX b. They should be further supported by an estimate of the number of dwelling units to be rehabilitated and the number of emergency dwelling units to be provided.

3. Estimate of indigenous production of shelter materials and repair parts, for the area as a whole, and by regions.

These estimates should be supported by:

a. Statistical and other information on indigenous production before and during the war;

b. A statement of the assumptions as to the extent to which facilities to produce these items will be rehabilitated. (The estimates of requirements for the rehabilitation of these facilities will be discussed below under general industrial rehabilitation).

c. Present alternative estimates, based on differing assumptions with respect to III,3,b above.

4. Estimate of exports of shelter materials and repair parts.

These estimates should be supported by:

a. Statistical and other information on exports before and during the war;

- b. A justification of the proposed export policy, in the light of the area's needs for commodities to be imported and foreign exchange and the needs of other liberated areas for the exported commodities for relief and rehabilitation.
5. Estimate of import requirements for shelter materials and repair parts.
- a. These estimates should be derived from III,2 - III,4 above. *(Consider, in this connection, the availability of army supplies)*
  - b. They should be further supported by statistical and other information on imports before and during the war.
  - c. Present alternative estimates, based on the alternative estimates under III,3,c above.
6. Estimate of import requirements for shelter, shelter materials and repair parts for special UNRRA activities in the area.
- (These estimates should be prepared in cooperation with the Refugee Camp Section in the Bureau of Areas and the Health and Welfare Divisions)
- The quantities given in these estimates are included in the total import requirements given above.
7. Estimate of regional deficits in shelter materials and repair parts, whether to be met out of domestic or imported supplies.
- a. These estimates should be derived from III,2, and III,3 above.



8. Estimate of requirements for technical assistance in construction, for the area as a whole, and by regions.

a. These should be estimates of the character and extent of technical assistance in the construction industry. (The estimates of requirements for the rehabilitation of facilities producing shelter materials and repair parts will be discussed below under general industrial rehabilitation.)

b. They should be supported by:

(1) An estimate of the total requirements for technical assistance

(2) An estimate of local personnel available. (Consider, in this connection, the availability of army personnel.)

IV. Estimate of requirements for fuel and lubricants, for all purposes, and for supplies and services for the rehabilitation of the industries producing them.

(These estimates should be prepared in cooperation with the appropriate division of the Bureau of Supply and the Industrial Rehabilitation Division)

1. Estimates of requirements for fuel and lubricants. ~~and~~

a. Estimate of total requirements for fuel and lubricants, for industrial consumption, by industry, and for domestic consumption, for the area as a whole, and by regions.

(1) These estimates should be supported so far as possible, by statistical and other information on consumption before and during the war.

b. Estimate of indigenous production of fuel and lubricants for the area as a whole and by regions.

These estimates should be supported by:

- (1) Statistical and other information on indigenous production before and during the war;
- (2) A statement of the assumptions as to the extent to which mines, oil wells, oil refineries, oil pipe lines, etc. will be rehabilitated.
- (3) Present alternative estimates, based on differing assumptions with respect to IV,1,b,(2) above.

c. Estimate of exports of fuel and lubricants.

These estimates should be supported by:

- (1) Statistical and other information on exports before and during the war;
- (2) A justification of the proposed export policy, in the light of the area's needs for commodities to be imported and foreign exchange, and the needs of other liberated areas for fuel and lubricants for relief and rehabilitation.

d. Estimate of import requirements for fuel

- (1) These estimates should be derived from IV,1,a - IV,1,c above.
- (2) They should be further supported by statistical and other information on imports before and during the war.
- (3) Present alternative estimates, based on the alternative estimates under IV,1,b,(3) above

e. Estimate of import requirements for fuel for special UNRRA activities in the area



(These estimates should be prepared in cooperation with the Refugee Camp Section in the Bureau of Areas and the Health and Welfare Divisions)

The quantities given in these estimates are included in the total import requirements given above.

f. Estimate of regional deficits in fuel and lubricants whether to be met out of indigenous or imported supplies.

(1) These estimates should be derived from IV,1,a - IV,1,b above.

2. Estimate of requirements for equipment, supplies and services to rehabilitate the industries producing fuel (including pipe lines). Since these estimates will serve as bases for the estimates in IV,1,b,(2) above, they must be consistent with the assumptions adopted there.

a. Estimate of requirements for equipment, supplies, and repair parts for facilities producing fuel, (including pipe lines) for the area as a whole and by regions. These estimates should be supported by statistical and other information on:

- (1) Production capacity before the war;
- (2) Changes in production capacity during the war;
- (3) Effect upon production capacity of proposed rehabilitation measures.

b. Estimate of indigenous production of equipment, supplies, and repair parts for facilities producing fuel (including pipe lines) for the area as a whole and by regions.

These estimates should be supported by:

- (1) Statistical and other information on indigenous production of these items before and during the war;
- (2) A statement of the underlying assumptions as to the extent to which facilities to produce these items will be rehabilitated. (The estimates of requirements for the rehabilitation of these facilities will be discussed below under general industrial rehabilitation.)
- (3) Present alternative estimates, based on differing assumptions with request to IV,2,b,(2) above.

c. Estimate of import requirements for equipment, supplies, and repair parts for industries producing fuel and lubricants (including pipe lines). (Consider, in this connection, the availability of army supplies.)

- (1) These estimates should be derived from IV,2,a and IV,2,b, above.
- (2) They should be further supported by statistical and other information on imports before and during the war.
- (3) Present alternative estimates, based on the alternative estimates in IV,2,b,(3).

d. Estimate of regional deficits in equipment, supplies, and repair parts for industries producing fuel and lubricants, whether to be met out of indigenous or imported supplies.

- (1) These estimates should be derived from IV,2,a and IV,2,b above.



e. Estimate of requirements for technical assistance in the rehabilitation of facilities for producing fuel and lubricants (including pipe lines), for the country as a whole and by regions.

(1) These should be estimates of the character and extent of need for technical assistance.

(2) These estimates should be supported by:

(a) An estimate of the total need for technical assistance

(b) An estimate of local personnel available. (Consider, in this connection, the availability of army personnel.)

V. Estimate of requirements for medical supplies and services

and for supplies and services for rehabilitation of industries producing medical supplies.

(The Health Division is primarily responsible for these estimates, and it is assumed that it will determine the methods and assumptions to be used in preparing them. The Area Division will be responsible, however, for integrating these estimates into the overall area program and insuring that they rely upon the same assumptions with respect to operations in the area.)

VI. Estimates of requirements for supplies and services for the rehabilitation of transportation facilities.

(These estimates should be prepared in cooperation with the appropriate division in the Bureau of Supply and the Industrial Rehabilitation Division.)

1. Estimate of total requirements for new transport vehicles and equipment, supplies, and repair parts for the rehabili-

tation of port facilities, transportation lines, and transport vehicles.

These estimates should be supported, so far as possible, by:

- a. A detailed description of the port facilities and the railroad, road and waterway networks of the country before the war and of additions made during the war;
  - b. Statistical and other information on railroad locomotives, cars, automobiles, trucks, ships and boats in the country and net annual additions before the war;
  - c. A detailed description of war damage to port facilities, transportation lines and vehicles during the war.
2. Estimate of indigenous production of transport vehicles and repair parts, and equipment, supplies and repair parts for the rehabilitation of port facilities and transportation lines.

These estimates should be supported, so far as possible, by statistical and other information on:

- a. Indigenous production before and during the war;
- b. Capacity of facilities to produce them at the beginning of the UNRRA period of operations.
- c. A statement of the underlying assumptions as to the extent to which facilities for their production will be rehabilitated. (Estimates of requirements for the rehabilitation of these facilities will be given below under general industrial rehabilitation.)



d. Present alternative estimates based on differing assumptions with respect to VI,2,c above.

3. Estimate of import requirements for transport vehicles and repair parts, and equipment, supplies, and repair parts for the rehabilitation of transportation lines. (Consider, in this connection, the availability of army supplies.)

a. These estimates should be derived from VI,1, and VI,2 above.

b. They should be further supported by statistical and other information on imports before and during the war.

c. Present alternative estimates based on the alternative estimates in VI,2,d above.

4. Estimate of regional deficits in transport vehicles and repair parts, and equipment, supplies and repair parts for the rehabilitation of transportation lines, whether to be met out of indigenous or imported supplies.

5. Estimate of requirements for technical assistance in the rehabilitation of transportation facilities.

a. These should be estimates of the character and extent of need for technical assistance in this field.

b. These estimates should be supported by:

(1) An estimate of the total needs for technical assistance in this field.

(2) An estimate of local personnel available. (Consider, in this connection, the availability of army personnel.)

VII. Estimate of requirements for supplies and services for the rehabilitation of public utilities and services: so far as they can be repaired or restored to meet immediate demands -

such as light, water, sanitation, power, temporary storage, communications; and the rehabilitation of educational institutions, through the procurement of material equipment, and of other unspecified industries to enable the recipient country to produce and transport relief supplies for its own and other liberated areas.

(These estimates should be prepared in cooperation with the appropriate divisions of the Bureau of Supply and the Industrial Rehabilitation Division)

1. Estimates of total requirements in these fields.

Since these estimates will serve as the bases for estimates given above which assume a specific degree of rehabilitation, they must be consistent with those assumptions. They should, so far as possible, be supported, for each industry, by statistical and other information on:

- a. Installed capacity and annual additions before the war;
- b. Changes in installed capacity during the war;
- c. Units which could be rehabilitated with the aid of specific types and quantities of repair parts;
- d. Effect upon the domestic production of relief and rehabilitation supplies of the specific rehabilitation activities proposed.

2. Estimate of indigenous production of equipment, supplies, and repair parts for rehabilitation in these fields.

These estimates should be supported, so far as possible by:



- a. Statistics on indigenous production before and during the war;
  - b. An estimate of the capacity of facilities producing these items at the beginning of the UNRRA period;
  - c. A statement of the underlying assumptions as to the extent to which facilities to produce these items will be rehabilitated.
  - d. Present alternative estimates, based on differing assumptions with respect to VII, 2, c above.
3. Estimate of import requirements for equipment, supplies, and repair parts for rehabilitation in these fields. *(Consider, in this connection, the availability of army supplies.)*
- a. These estimates should be derived from VII, 1, and VII, 2 above.
  - b. They should be further supported by statistical and other information on imports before and during the war.
  - c. Present alternative estimates, based on the alternative estimates in VII, 2, d above.
4. Estimate of regional deficiencies in equipment, supplies and repair parts for rehabilitation in these fields, whether to be met out of indigenous or imported supplies.
- a. These estimates should be supported by a detailed description of the projects for which they are required.
5. Estimate of requirements for technical assistance for rehabilitation in these fields.

a. These should be estimates of the character and extent of need for technical assistance in these fields.

b. These estimates should be supported by:

(1) An estimate of the total need for technical assistance in these fields.

(2) An estimate of the local personnel available. *Consider, in this connection, the availability of army personnel.*

VIII. Estimates of requirements for welfare service, including the care of homeless and displaced persons in refugee camps.

(The Welfare and Displaced Persons Divisions and the Refugee Camp Section of the Bureau of Areas will be primarily responsible for these estimates, and it is assumed that they will determine the methods and assumptions to be used in preparing them. The Area Divisions will be responsible, however, for integrating these estimates into the overall area program and insuring that they rest upon the same assumptions as do the other estimates. In that connection, the Area Division will be concerned with the order in which displaced persons will be repatriated, and especially with any attempt to give priority in repatriation to persons with specific skills.)



D. Meeting Operational Problems in the Field

I. Distribution

1. General distribution policies - economic and legal

- a. Character and extent of UNRRA's responsibilities for distribution.
- b. Methods to be used in meeting general barriers to trade.

2. If UNRRA is to be responsible for distribution of all UNRRA supplies

- a. These will be covered in general in a general manual.

The area operating program should state, however, how general policies should be modified to meet specific conditions in the area.

- b. Methods to be followed in integrating supplies into the general distributive system - Policies with respect to pricing and rationing (including priorities and allocations), and distributive channels to be used.

(1) This should be justified by a detailed description of the domestic distributive system from processor or importer through wholesale and retail levels, including special channels, such as cooperatives.

(2) A detailed description of existing governmental controls:

- (a) Price controls at all levels
- (b) Rationing controls at all levels, including priorities and allocations to industrial users, wholesale and retail dealers, and consumers.

3. If UNRRA is to be responsible only for distribution of selected UNRRA supplies - e.g., supplies to the indigent for refugee camps, etc.,
  - a. These will be covered, in general, in a general manual. The area operating program should state, however, how general policies should be modified to meet specific conditions in the area.
  - b. Methods to be followed in integrating supplies into the general distributive system - policies with respect to pricing and rationing (including priorities and allocations) and distributive channels to be used.
  - c. Geographical organization
    - (1), (2), and (3) as under I, 2, b, above
4. If UNRRA is not to be responsible for internal distribution
  - a. Price policies to be followed:
    - (1) These should be covered, in general, in a general manual. The area operating program should state, however, how general policies should be modified to meet specific conditions in the area.
    - (2) These should be justified by an analysis of prevailing prices at all levels in the area.
    - (3) It should be further justified by an analysis of the problems arising out of pricing at, above, or below existing price levels
  - b. Policies with respect to deliveries - i.e. shall deliveries of UNRRA supplies be made to the government only or shall deliveries be made to specific industrial consumers and commercial distributors .



- (3) A description of the distributive problems in the area - hoarding, etc.

c. Geographical organization for distribution

- (1) Main receiving points for UNRRA supplies

The choices should be justified by detailed descriptions of:

- (a) Their accessibility to sources of UNRRA supplies;
- (b) Types and capacity of storage facilities of these points;
- (c) Processing and marketing centers which can be supplied from them over named supply routes.

- (2) Regional storage points

The choices should be justified by detailed descriptions of:

- (a) The routes connecting them with main receiving points for UNRRA supplies, domestic producing areas and domestic processing centers.
- (b) Types and capacities of storage facilities at these points;
- (c) Processing and marketing centers which can be supplied from them over named supply routes.

- (3) Local distributing points

- (a) The choices should be justified by a detailed description of the areas which can be supplied from these points.

Specific modifications of general policies described in a general manual in the field.

## II. Estimating and screening import requirements

### 1. Character and extent of UNRRA responsibilities.

### 2. If UNRRA is to be responsible for preparing estimates of requirements in the field.

#### a. Structure of UNRRA organization

##### (1) Geographical

(a) This proposal should be justified by and related to the proposed geographical organization for distribution.

##### (2) Functional

(a) This proposal should be justified by and related to the character of the import needs of the area, estimated in detail in Section B

#### b. Standards and procedures to be employed in estimating requirements

(1) These should be covered in general in a general manual. The area operating program should state, however, how general policies should be modified to meet specific conditions in the area.

#### c. Agencies, institutions, and persons in the area likely to be of use in preparing estimates of import requirements

(1) Governmental agencies - national, regional, and local

(2) Commercial institutions - national, regional, and local.



- (3) Community leaders - national, regional, local -  
e.g., priests, school teachers, etc.

3. If UNRRA is to be responsible for screening requirements in the field

a. Structure of UNRRA organization

- (1) Geographical
- (2) Functional

b. Standards and procedures to be employed in screening.

- (1) Specific modifications of general policies described in general manual.

c. Agencies, institutions, and persons in the area likely to be of aid to UNRRA in screening estimates of requirements

E. Financing UNRRA Operations in the Area

I. Foreign exchange resources of the country, including long-term credits, and the ability of the country to mobilize them.

II. Extent to which payment for UNRRA goods may be expected to be made in foreign exchange or local currency.

F. Recapitulation of estimates of requirements for the import of supplies.

(In this estimate, all items for industrial rehabilitation, given under separate heads above, should be grouped together.)

I. Estimate of import requirements by categories.

II. Priority List for Imports

- 1. Assign priorities to specific quantities of major categories of items
- 2. State the underlying assumptions as to the time of the year when UNRRA will begin operations.
- 3. Present alternative estimates based on differing assumptions

as to the time of the year when UNRRA will begin operations.

G. A Detailed Plan of the UNRRA Field Mission

I. A list of positions to be filled in the field

II. A detailed description of the Organization of the Field Mission

1. Geographical.

2. Functional

X III. A Detailed Description of the Responsibilities of each Member of the Staff of the Field Mission

IV. A Priority List for Tasks to be Performed in the Field

1. State the underlying assumptions as to the time of the year when UNRRA will begin operations.
2. Present alternative estimates based on differing assumptions as to the time of the year when UNRRA will begin operations.



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

28 July 1944

TO: All Bureau and Division Heads  
 FROM: John J. Corson  
 SUBJECT: Draft Administrative Order on  
 Organization of Bureau of Areas

The attached draft administrative order relating to the Bureau of Areas is sent to you for your comments and suggestions. I would appreciate it if you would send me your comments on or before the close of business 1 August.

28 July 1944

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SUBJECT: ORGANIZATION OF THE BUREAU OF AREAS

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1. PURPOSE AND SCOPE: This order enumerates the functions, powers and responsibilities of the Bureau of Areas at Headquarters or to be performed through its representatives in such supervisory offices in the field, (regional or area offices, but not field missions) as may be established, defines its relationships with other bureaus and divisions of the Administration, and establishes the organizational structure of the Bureau of Areas at Headquarters.

2. FUNCTIONS, POWERS AND RESPONSIBILITIES OF THE BUREAU OF AREAS:

a. To assemble all available information as to general characteristics and conditions obtaining ~~within~~ any area with which UNRRA is concerned, including basic demographic, economic and industrial intelligence, the reports and surveys available from other agencies of this and other governments, and reports from UNRRA's field staff, and where appropriate make such data available to the divisions or bureaus for their information and use.

b. To serve as the coordinating channel through which all communications pass to and from UNRRA representatives in the field, planning or carrying on relief or rehabilitation activities with the representatives of any national government or in any country, in order that such communications may be coordinated into a consistent and well-balanced effort and that there may be a single unit within UNRRA informed as to all activities within any geographical area.

c. To inform itself as to the plans being developed by each bureau and functional division of UNRRA (aided by the positive collaboration



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of each bureau and division), including participation with the Bureau of Supply in the analysis of each country's requirements and in the development of plans for the procurement, stockpiling and related arrangements incident to the serving of each country, in order that a whole, integrated plan may be developed for each area within which UNRRA may operate.

d. To serve as the coordinating channel for the obtaining of economic and social intelligence relating to an occupied or liberated area in which UNRRA may operate, providing the necessary liaison with all outside agencies, including embassies. It will be the obligation of the functional divisions and other bureaus to keep the Bureau of Areas informed with respect to their intelligence activities relating to their specific fields.

e. To be responsible for the formation of missions whenever it is determined by the Director General that UNRRA will undertake any field activity in a country. This responsibility shall include the suggestion to the Director General of individuals to serve as chiefs of mission, the nomination of individuals for administrative, distribution and camp management posts, and the review of technical personnel proposed for assignment by other bureaus and divisions solely to assure their suitability as members of the field missions to which they are assigned. In carrying out the responsibility for review of personnel, the Bureau of Areas shall develop criteria for judging the suitability of candidates for field work, and shall adopt procedures providing for (1) review, before investigation by the Personnel Division of the senior