## Sectional Plan of the Handbook

<table>
<thead>
<tr>
<th>Section</th>
<th>Subject</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Draft Agreement</td>
</tr>
<tr>
<td>B</td>
<td>First Session of the Council</td>
</tr>
<tr>
<td>C</td>
<td>Organization of the Council and Its Standing Committees</td>
</tr>
<tr>
<td>D</td>
<td>Permanent Rules and Regulations of the Council</td>
</tr>
<tr>
<td>E</td>
<td>Personnel Policies of the Administration</td>
</tr>
<tr>
<td>F</td>
<td>Administrative Budget</td>
</tr>
<tr>
<td>G</td>
<td>Scope of UNRRA'S Activities</td>
</tr>
<tr>
<td>H</td>
<td>Relations With Governments</td>
</tr>
<tr>
<td>J</td>
<td>Relations With Other Intergovernmental Agencies</td>
</tr>
<tr>
<td>K</td>
<td>Financing Arrangements</td>
</tr>
<tr>
<td>L</td>
<td>Procedures For Ascertaining and Meeting Deficits in Supplies Requiring Importation Including Procedures For Dealing With the Transportation of Such Supplies</td>
</tr>
<tr>
<td>M</td>
<td>Relief Distribution Policies</td>
</tr>
<tr>
<td>N</td>
<td>Policies With Respect to Health and Medical Care</td>
</tr>
<tr>
<td>O</td>
<td>Policies With Respect to Welfare Services, Including Relations With Voluntary Relief Agencies</td>
</tr>
<tr>
<td>P</td>
<td>Policies With Respect to Assistance to Displaced Persons</td>
</tr>
<tr>
<td>Q</td>
<td>Policies Relating to Agricultural Rehabilitation and Other Means of Raising Food Essential to Relief</td>
</tr>
<tr>
<td>R</td>
<td>Policies Relating to Rehabilitation of Such Industries, Transport and Other Services as Are Essential to Relief</td>
</tr>
<tr>
<td>S</td>
<td>The Far East</td>
</tr>
</tbody>
</table>
1. This handbook is divided into eighteen sections, "A" through "S" ("I" is omitted).

2. Sections "C" through "R" correspond to the fifteen ad hoc committees in consecutive order, and contain as their first documents the tentative agenda of the committees.

3. The thumb-index tabs show the identifying section letter.

4. Every page of each document bears a symbol showing the section to which it pertains, the document number within the section, the supplement or part number, if any, and the page number.

   Example: Sec: L
            Sec: II - Part 6
            Page: 2

5. Some documents are preceded by one-page summaries.

6. Documents are arranged consecutively in the handbook, but it will be noted that gaps appear in the numbering. This does not mean that the handbook is incomplete. The list of documents at the front of each section shows what the handbook should contain.

7. From time to time additional material will be distributed for insertion in this handbook.

NOTE: The confidential nature of the documents in this handbook should be strictly observed.
**LIST OF DOCUMENTS**

**SECTION A: DRAFT AGREEMENT**

<table>
<thead>
<tr>
<th>Doc. No.</th>
<th>Subject</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Topical Index of the Agreement for a United Nations Relief and Rehabilitation Administration.</td>
</tr>
<tr>
<td>II</td>
<td>Agreement for United Nations Relief and Rehabilitation Administration.</td>
</tr>
<tr>
<td>III</td>
<td>Outline Analysis of United Nations Relief and Rehabilitation Administration Agreement.</td>
</tr>
<tr>
<td>IV</td>
<td>The United Nations Relief and Rehabilitation Administration -- Discussion and Analysis of the Basic Agreement.</td>
</tr>
<tr>
<td>V</td>
<td>Historical Survey of the Draft Agreement.</td>
</tr>
<tr>
<td>Supp. a</td>
<td>St. James's Palace Resolution, September 24, 1941.</td>
</tr>
<tr>
<td>Supp. b</td>
<td>Memorandum from the Union of Soviet Socialist Republics, January 13, 1942.</td>
</tr>
<tr>
<td>Supp. d</td>
<td>Minutes of Meeting at Board of Economic Warfare, August 18, 1942.</td>
</tr>
<tr>
<td>Supp. f</td>
<td>Despatch #3730, May 14, 1942.</td>
</tr>
<tr>
<td>Supp. g</td>
<td>Suggested Outline of Post-War Relief Organization.</td>
</tr>
<tr>
<td>Supp. j</td>
<td>Memorandum of Conversation on Draft Agreement.</td>
</tr>
</tbody>
</table>
SECTION F - ADMINISTRATIVE BUDGET

Doc. No. | Subject
---|---
I | Tentative Agenda

NOTE: For materials on the administrative budget, see Sec. K - Doc. II.
### SECTION G - SCOPE OF UNRRA'S ACTIVITIES

<table>
<thead>
<tr>
<th>Doc. No.</th>
<th>Subject</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Tentative Agenda</td>
</tr>
<tr>
<td>II</td>
<td>Scope of UNRRA’s Activities</td>
</tr>
<tr>
<td>III</td>
<td>*Scope of Relief and Rehabilitation</td>
</tr>
<tr>
<td>IV</td>
<td>*UNRRA Review and Endorsement of Relief and Rehabilitation Imports into Liberated Areas</td>
</tr>
<tr>
<td>V</td>
<td>*UNRRA and the Allocation of Supplies to Liberated Areas</td>
</tr>
<tr>
<td>VI</td>
<td>*Scope of UNRRA’s Interest in Controls within Liberated Areas to Assure Equitable Distribution of Imported Goods</td>
</tr>
<tr>
<td>VII</td>
<td>*UNRRA as a Supplier of Technical Services</td>
</tr>
<tr>
<td>VIII</td>
<td>*Relationship Between UNRRA and the Military Command in Control of a Liberated Area.</td>
</tr>
</tbody>
</table>

*Documents being prepared*
Ad Hoc Committees for The First Session of the UNRRA Council

TENTATIVE AGENDA

COMMITTEE II: GENERAL POLICY

Subcommittee 1: Scope of UNRRA's activities

I. Scope of relief and rehabilitation.

II. Policies and method of UNRRA Operations.

1. General policies
   a. Reliance on member governments and authorities.
   b. Extent of use of existing United Nations facilities.
   c. UNRRA's endorsement and review of import requirements.

2. Methods of UNRRA Operations in Occupied and Liberated Areas
   a. Operations in relation to occupied areas prior to liberation.
      (1) Planning for Relief and Rehabilitation
      (2) Estimate of Import Requirements for Relief and Rehabilitation
      (3) Creation of Reserves by Members
      (4) Allocation
      (5) Procurement
      (6) Financing
   b. Operations in relation to member areas under Allied military control.
      (1) UNRRA's relation to military command in liberated areas
      (2) Supplies and other assistance furnished by UNRRA
      (3) Assumption by UNRRA of direct operational responsibility for relief and rehabilitation activities
   c. Operations
c. Operations in relation to liberated areas on cessation of military controls.
   (1) UNRRA field missions
   (2) Estimates of import requirements for relief and rehabilitation
   (3) Determination of sources of supply
   (4) Allocation, procurement and shipment
   (5) Financing
   (6) Distribution
   (7) Other assistance
(OUTLINE)

Scope of UNRRA's Activities

Part I. Scope of Relief and Rehabilitation
Section 1 - General
Section 2 - Food and Agriculture
Section 3 - Clothing and Textiles
Section 4 - Transportation
Section 5 - Public Utilities and Shelter
Section 6 - Other Industrial and Commercial Rehabilitation Activities
Section 7 - Health and Sanitation
Section 8 - Welfare and Related Services
Section 9 - Repatriation
Section 10 - Technical Services

Part II. Policies and Methods of UNRRA Operations
Section 1 - General Policies
A. Reliance on Member Governments and Authorities
B. Use of Existing United Nations Facilities
C. UNRRA Endorsement and Review of Import Requirements

Section 2 - Methods of UNRRA Operations in Relation to Occupied and Liberated Areas
A. Operations in Relation to Occupied Areas Prior to Liberation
   a. Planning
   b. Estimates of import requirements
   c. Creation of reserves by members
   d. Allocation
   e. Procurement
   f. Financing
B. Operations in Relation to Liberated Areas Under Allied Military Control
   a. Relation to military command
   b. Supplies and other assistance furnished
   c. Assumption of direct operational responsibility
C. Operations in Relation to Liberated Areas on Cessation of Military Control
   a. UNRRA field mission
   b. Estimates of import requirements
   c. Determination of sources of supply
   d. Allocation, procurement and shipment of supplies
   e. Financing
   f. Distribution
   g. Other assistance
SCOPE OF RELIEF AND REHABILITATION

This memorandum attempts to define the phrase "relief and Rehabilitation" for the purpose of delimiting the scope of UNRRA's operations.

The word "relief" usually carries with it the connotation of assistance given without a quid pro quo. It is commonly applied to aid given to people in any community who cannot gain access to goods and services available in the open market because they lack financial resources. It is applied also to aid given to people in a community stricken by some great catastrophe, who cannot gain access to goods and services not because they are indigent but because local supplies have been destroyed and the supply lines through which goods and services normally flow in from the outside have been disrupted. Although many of the people requiring assistance in such a community possess financial resources, the necessity for prompt action makes impossible the use of normal methods of distribution, and goods and services are distributed to all without a quid pro quo.

The relief problems in the liberated areas will differ markedly from those in a normally functioning
community or those which exist in a community stricken by such a natural catastrophe as a flood or an earthquake. There will be a number of people in every liberated area without adequate financial resources and unable, for that reason, to secure the goods and services that are available. Indeed, the number of indigent persons is likely to be large and many of them are likely to need financial assistance for a long time - the disabled, the orphans, the widows with dependent children, etc. But the major problem in the liberated areas will not be indigence but a lack of the goods and services needed by everyone in the community - those able to pay as well as those not able. It seems probable that, in practically every liberated area, the demand for goods and services required for even the maintenance of life and health will exceed the available supply.

Areas stricken by catastrophes always present a picture of shortages in goods and services. But such areas can usually make good their deficiencies rather promptly by drawing on supplies available elsewhere. The liberated areas will be unable to do this. World shortages of essential commodities and shipping, which will persist during the war and for some time afterward
will make it impossible for the liberated areas to make good their deficiencies for a relatively long period of time. Thus, the need for assistance in securing goods and services will continue far beyond the brief emergency period during which "relief" can be given without a quid pro quo.

It follows that, although certain liberated areas and certain individuals in all liberated areas will need financial assistance to gain access to essential goods and services, the needs of the liberated areas will go beyond a need for financial assistance. In view of this fact, the term "relief", when used in connection with the activities to be carried on in and for the liberated areas, should be divorced from its usual connotation of assistance given without a quid pro quo. A more useful definition of "relief" for UNRRA purposes is one which covers all activities that must be carried on to provide the liberated areas and all the people in them, regardless of their financial resources, with a minimum supply of the goods and services required for the maintenance of life and the maintenance and/or restoration of health and morale.

For UNRRA purposes, "rehabilitation" may be
defined to cover all the activities carried on to render the liberated areas capable of providing themselves (through the restoration of domestic production or normal international exchange) with this same indispensable minimum of goods and services. These definitions provide a delimitation of the general fields of "relief" and "rehabilitation". It is impossible, however, to draw a clear line of demarcation between the activities that should be subsumed under each. Many of the activities that must be carried on for the "relief" of a liberated area will also contribute to its "rehabilitation". Similarly, many of the steps that should be taken in the interest of rehabilitating the area must also be taken for its relief.

So long as the war continues, and for some time afterward, the United Nations' resources of consumer goods and shipping will not be great enough to permit the delivery to all liberated areas of all the consumer goods that they lack for the maintenance of their populations, even on the lowest possible level. They will be able to meet their basic needs only if they also increase local production.
It follows that when an area is liberated, goods required to permit domestic production as well as consumer goods must be shipped in. It follows, too, that steps must be taken to restore other elements in the industrial and commercial life of the area to the extent necessary for the revival of essential production and internal distribution. The complete restoration of all industrial and commercial activities of an area is a long-range task which must be regarded as neither "relief" nor "rehabilitation" and which must be carried on largely by the liberated areas' own governments. However, some steps leading in that direction must be taken in the interest of relief itself.

Not only is it difficult to provide for the "relief" of a liberated area without at the same time contributing to its "rehabilitation" but there is little doubt that the most economical and efficient way to provide a liberated area with the goods and services essential for the maintenance of the health and stability of its population is to "rehabilitate" it as promptly as possible. This is true for several reasons:

(a) Shipping tonnage can be saved by sending in equipment and supplies rather than finished goods. Seeds require less shipping space than the food that
of the consumer goods that would otherwise have to be shipped out.

(c) Energy, personnel, and funds can be saved by devoting them to the tasks of restoring the economic institutions of the liberated areas to make possible maximum production and fullest utilization of short supplies rather than to the never-ending task of bringing in consumer goods from the outside.

(d) The rehabilitation of the economies of the liberated areas to the point where they can furnish employment to their populations will restore their morale and enable them to contribute their efforts to the task of relief and rehabilitation.

Without drawing a sharp line between relief and rehabilitation activities, the remainder of this memo suggests the scope of UNRRA's activities within the meaning of "relief and rehabilitation" as used above.

General. Within the limits of available resources, the Administration will help the liberated areas to secure the goods and services essential for the maintenance or restoration of the health and stability of their populations. The goods in question are the consumption goods needed by the local population and such
additional supplies and equipment as are required to continue or resume the production of consumption goods which would otherwise have to be imported. The services are the technical, welfare, and other services needed to facilitate the production and flow of goods and to aid in the care of victims of war, including displaced persons.

The Administration's principal objective, therefore, will be to assist the people in each liberated area to meet their basic needs for food, clothing, shelter, medical care, transport, and other essential goods and services as promptly and continuously as possible. The goods and services referred to above include those to be sold as well as those to be given free to the destitute.

The Administration will also, to the extent necessary, plan, coordinate, administer or arrange for the administration of measures for the relief and rehabilitation of victims of war outside liberated areas, provided that they are located in territories under the control of any of the United Nations. Since the nature of the measures to be taken in this field cannot be specified in advance, the remainder of this
statement is confined to problems of relief and rehabilitation in liberated areas.

Food and Agriculture. To assure to the population of the liberated areas at least a minimum of food, the Administration will aid in the importation of essential foodstuffs and of such agricultural tools, equipment and parts, supplies of seeds, fertilizer, etc., as are required for the speedy rehabilitation of agriculture to make possible the temporary reduction or elimination of imports of essential agricultural products. Since essential foodstuffs will continue in short supply for some time, the Administration may assist in producing local surpluses to be used for relief or rehabilitation in other liberated areas. The Administration will also aid in the rehabilitation of essential food-processing industries, such as flour mills, bakeries, canneries, etc.

Clothing and Textiles. To make available to the population of the liberated areas a supply of essential clothing, the Administration will aid in the importation of ready-made clothing and of materials for its production. The Administration will also assist in the rehabilitation of existing facilities to make possible
the production of essential wearing apparel. The Administration may aid a liberated area in importing raw materials and in rehabilitating local facilities for the production of textiles and clothing beyond the level of minimum local need, if stocks produced will be used for relief in other liberated areas.

**Transportation.** The Administration will be concerned with rehabilitating the transportation facilities of any liberated area to the extent required to assure the flow of essential civilian supplies. It will, therefore, help to secure the supplies and services required for the repair of existing facilities or, where the need is critical, to import the required equipment.

**Public Utilities and Shelter.** The Administration will help the liberated areas to secure the supplies and services required for the repair of essential public utilities, the construction of temporary shelters for homeless people, and the repair of existing dwellings and other essential structures to permit their continued use. The permanent rebuilding of public utilities, dwellings, and other structures destroyed by the war is a matter for long-range
reconstruction with which the Administration will not be directly concerned.

Other Industrial and Commercial Rehabilitation Activities. The Administration will assist the liberated areas in the rehabilitation of other elements in their industrial and commercial life to the extent that such rehabilitation is necessary for the production or distribution of goods or services required for the maintenance or restoration of the health and stability of the local population or for relief and rehabilitation in other liberated areas. Long-range industrial reconstruction and development will not be the Administration's task.

Health and Sanitation. To assure to the liberated areas the essential public health and medical services required for the maintenance or restoration of the health of their populations, the Administration will assist in the procurement of medical and public health personnel, supplies, and equipment, whenever local resources are inadequate.

Welfare and Related Services. The Administration will aid in rendering necessary welfare services to expectant and nursing mothers, to children, and to victims of war. These services will be rendered,
for the most part, by local authorities and welfare agencies, and by foreign voluntary relief agencies operating with the consent and subject to the regulation of the Director General. However, where such services do not exist locally, or are not otherwise available, it will be the Administration's task to assist in their development.

Repatriation. The Administration will make such arrangements with governments and international organizations as may be required to assure assistance in the repatriation of displaced victims of war.

Technical Services. To ensure the equitable distribution of scarce technical services (e.g., public health, nutrition, agricultural rehabilitation, transport) among the liberated areas in most urgent need, the Administration will be prepared to serve as the intermediary between the liberated areas in need of such services and the available expert personnel, and will, when necessary, assist in financing such services and in training local personnel to perform them.
UNRRA REVIEW AND ENDORSEMENT OF RELIEF AND
REHABILITATION IMPORTS INTO LIBERATED AREAS

As long as the war continues and for some time afterwards, the present stringency in transport facilities, particularly shipping, and in many essential commodities, is almost certain to continue. This will necessitate a continuance of the present national and intergovernmental controls over the distribution of United Nations supplies of a number of commodities and of all shipping. The liberated countries, like all other countries dependent on United Nations supplies, will have to secure permission from the control agencies to gain access to the goods and services they require. If UNRRA is to discharge its responsibility to the liberated areas fully, it cannot limit itself to assisting the liberated areas to secure the imports they request. In view of the stringency in United Nations supplies and shipping, every liberated area will be competing with every other liberated area (and every other area dependent on United Nations supplies and shipping) for the goods and services they require. To assure to all liberated areas as large a part of their requirements for the goods and services indispensable to relief and rehabilitation as is physically possible under existing circumstances, UNRRA must have the power (1) to urge the case
before the control agencies of all liberated areas as against all other areas, and (2) to evaluate the respective claims of the several liberated areas for supplies and shipping.

Thus, although UNRRA should develop an import program for a liberated area only when it does not have a government capable of assuming that responsibility, it is essential that UNRRA review the relief and rehabilitation import programs of all liberated areas, and that the national and intergovernmental control bodies which dispose of United Nations supplies and shipping agree to assign the highest possible priorities to the goods and shipping provided for in programs endorsed by UNRRA. In addition, it is essential that UNRRA have the right to support before the control bodies the claims that it endorses.

So long as a liberated area remains under military control, military considerations will very largely determine what can be imported. The Allied military commander in the theater must have ultimate responsibility for deciding what use shall be made of the shipping facilities at his disposal, since these facilities are more than likely to be inadequate to meet both the direct military needs and the needs of the civilian population. Since, however, the maintenance of the civil
population in any military area is a military objective, the theater commander will undoubtedly authorize the import of goods indispensable for that purpose.

But even during the period when the import program of the liberated area is subject to review by the theater commander in the area, UNRRA because of its responsibility for supplying, or, at least for assisting the government of the area to secure those commodities which are required for relief and rehabilitation, will have to review part of the import program after it comes out of the liberated area. It will be assisted in performing this task if an arrangement can be made for UNRRA representatives to serve on the economic staffs of the theater commanders, along with technicians drawn from other agencies.

If such an arrangement can be made, the import programs can be developed, subject, of course, to military considerations, in the light of UNRRA's relief and rehabilitation policy, and the UNRRA representatives on the economic staff can indicate which of the supplies should be regarded as an UNRRA responsibility.

UNRRA will be interested not only in imports for relief and rehabilitation which it provides but in all imports from all sources of supply. If the interests of all liberated areas are to be served, no liberated area can be permitted to import any commodities or use any transport facilities for that purpose if that will deprive other liberated areas of relief and
rehabilitation goods for which they have a greater need. Thus, even in the military period, some arrangement must be made for UNRRA to be kept informed about all proposed imports which the Allied military authorities feel free to permit.

When the period of military control is over, UNRRA should assume sole responsibility for assuring to a liberated area the goods and services required for relief and rehabilitation. In practice, that will mean the following: UNRRA will formulate or assist the government or authority in the liberated area in formulating an import program for goods in short supply. It will review the programs of all areas and endorse final programs developed after negotiation with the governments of the liberated areas.

Those liberated areas which can and prefer to do so, should, after submitting their import programs to UNRRA for review and endorsement, present their requests for imports and shipping to the national control agencies of the supplying countries. UNRRA will support those endorsed programs and will present the programs of all other areas. The national control agencies should be committed to grant the highest possible priorities to UNRRA endorsed requests. UNRRA will assist all areas desiring assistance in securing these supplies.
It is to be anticipated that the several liberated areas will establish their own export controls. But all the liberated areas are likely to agree that UNRRA should have the authority to prevent any area from exercising these controls against the interest of the other areas. This authority would derive from UNRRA's power to refuse to endorse requests for imports.

As the transport situation eases and stringencies in supplies relax, the liberated areas will be free to import in increasing quantities not only goods and services needed for relief and rehabilitation but also non-essential commodities. At no time should UNRRA prevent any area from importing any commodities, provided that that does not mean that some other area will be deprived of goods and services for which it has a greater need.
UNRRA AND THE ALLOCATION OF SUPPLIES TO LIBERATED AREAS

THE PROBLEM

1. This memorandum relates solely to the question of allocation of supplies for liberated areas. It does not discuss how such supplies, once allocated, are to be procured, paid for, handled, shipped and ultimately distributed within a particular area, and what government or agencies are to perform each of these functions in a particular case.

2. It has frequently been stated that allocations for liberated areas must be handled by the machinery which has been built up around the Combined Boards and that UNRRA must be closely associated with and in constant touch with those Boards. The implications of this position are here examined in the light of the functions actually performed by those Boards, and with particular reference to the relationship of those functions to the administrative organization provided for in the agreement establishing UNRRA.
THE ORGANIZATION AND FUNCTIONS OF THE COMBINED BOARDS

3. The administrative technique exemplified in the Combined Boards, originally developed during World War I, is to bring together for the purpose of discussion and study the responsible officials, in certain technical fields of supply and shipping, from the interested agency or agencies within each of the member governments. For example, the food experts of the United States and those of the United Kingdom, meeting as the Combined Food Board, are brought into regular contact with each other to discuss and work out plans with respect to matters of mutual concern to their respective national agencies. In this way closer and more effective coordination of national policies is achieved than would be possible under the traditional intergovernmental relationships which require all negotiations between governments to be carried on at the diplomatic level.

4. The Combined Boards are not, therefore, substitutes for the national agencies represented on them, and this fact is reflected in their operations. They provide an instrument through which their member governments can arrive at mutually satisfactory
solutions to problems concerning more than one of them. But for effectuation their recommendations must be accepted or agreed to by the member government or governments affected; they can be effectuated only by the national agencies of the interested governments. The Boards themselves cannot carry out the policies which they develop.

5. With respect to the allocation of supplies under the direct control of the U.S. and the U.K., complete autonomy of action is retained by their respective national allocating agencies even though certain of the allocations made by those agencies may be the subject of discussion and recommendation by the interested Combined Board. Thus, while the British may at a Combined Food Board meeting recommend changes in specific allocations made by the U.S. War Food Administration, the final decision with respect to these allocations would rest entirely with the latter. Similarly, the U.K. Ministry of Food retains final authority over the allocation of supplies under its control. With respect to supplies under the control of a nation not a member of a Combined Board, a Combined Board decision constitutes
an agreement among the governments represented as to the course of action each of these governments will take vis-à-vis the non-member nation. Agreements of this character, which cover a relatively limited list of the commodities in world short supply, form the basis for action by the procurement agencies of the several nations represented on the Combined Board. Whether they deal with U.S. or U.K. supplies or with the supplies of a non-member nation, therefore, the decisions of the Combined Boards are merely recommendations which must be agreed to by the member governments affected and which can be effectuated only by actions taken by agencies of those governments. This will presumably continue to be true even though other countries may from time to time be added to membership on the Boards since they too will retain control over the allocation of their own supplies.

6. From the above view of the character of the Combined Boards, it appears that UNRRA cannot look primarily or in the first instance to the Combined Boards for allocations from U.S. or U.K. supplies but that for such allocations it must at all times look to the national allocating agencies of the U.S. and
the U.K. Indeed, with respect to allocations from such supplies, the Director General of UNRRA need have no formal relationship with the Combined Boards, whether as a member of those Boards or as a claimant before them, but should deal with the U.S. and U.K. national allocating agencies either directly or through the national agency (e.g., FEA in the United States) responsible for obtaining allocations of supplies for the liberated areas. Representatives of the U.S. and U.K. allocating agencies may, of course, discuss with each other, at the Combined Board meetings or through other contacts, their proposed allocations for UNRRA or the liberated areas and, on the basis of these discussions, agree on such modifications in those allocations as may seem necessary.

7. With respect to supplies not under the control of the U.S. and the U.K., the views of the U.S. and the U.K., as the nations now providing a large portion of the world's shipping, as important buyers in world markets, and as probable suppliers of much of UNRRA's financial resources, will, of course, greatly influence any decisions that may be reached as to quantities and sources of supply. These views may be expressed
directly by the interested U.S. or U.K. agencies or through a recommendation of the appropriate Combined Board. Other important influences on decisions concerning any specific commodity will be the views of all nations in a position to furnish UNRRA or the liberated areas with substantial quantities of that commodity, and the views of whatever other nations may be in a position to compete in world markets for the same supplies. To reconcile these views and to enable UNRRA to seek supplies from the most appropriate sources of supply, some mechanism must be provided whereby representatives of the U.S., the U.K. and the other important supplying nations can meet and develop recommendations for the guidance of UNRRA, with the national allocating agencies or the Combined Boards thereafter determining whether UNRRA’s requests for supplies can be met. The Combined Boards can provide such a reconciling mechanism within themselves only by enlarging their membership to include a number of the supplying nations other than the U.S. and the U.K.
THE COMPOSITION AND FUNCTIONS OF THE COMMITTEE ON SUPPLIES OF THE UNRRA COUNCIL

8. The UNRRA agreement provides for a Committee on Supplies of the UNRRA Council, to consist of representatives of "those member governments likely to be principal suppliers of materials for relief and rehabilitation." The function of this Committee is to "consider, formulate and recommend to the Council and the Central Committee policies designed to assure the provision of required supplies." How can or should this Committee carry out its function, in relation to the Combined Boards and the various national allocating bodies of the supplying countries, in order to provide the reconciling mechanism called for above? This question is considered below.

9. At the outset it must be recognized that the Committee on Supplies cannot and must not attempt to act as an allocating agency. It is merely a mechanism through which representatives of the most important supplying countries can discuss and work out recommendations to the UNRRA Council and Central Committee, and individually to their respective governments, as to how best to meet the supply problems
of the liberated areas. Each government represented on the Committee should, following the intergovernmental pattern exemplified in the Combined Boards, be represented by officials responsible for or in the closest possible touch with the national supply or allocating agencies of that government. This would tend to assure that the Committee's recommendations, with respect to supplies that might be made available to the liberated areas by each of the supplying countries, would be in accordance with or influenced by each government's supply and allocating policies. In addition, even though the national allocating agencies would retain final authority over the allocation of the supplies under their control, their representatives would carry back to those agencies a greater insight into the supply problem of UNRRA and the liberated areas and an understanding of the position taken and policies developed with respect to similar allocations by the allocating agencies of the other principal supplying governments. In this way the chances would be greatly increased of developing a coordinated approach to the problem of securing world supplies for relief and rehabilitation.
10. A strong, though informal, connection between the Committee on Supplies and the Combined Boards should naturally result from the fact that the national allocating agencies represented on the Committee would likewise be represented on the Boards—to the extent practicable, by the same people. The discussions and recommendations of the Committee would be strongly influenced by any recommendations that might previously have been made by any of the Combined Boards on problems of importance to UNRRA. The influence of the Combined Boards in this connection would be increased with any widening of the Combined Boards to include more of the governments represented on the Committee on Supplies. Indeed, at such time as the membership of the Combined Boards is sufficiently broad to include the nations on the Committee on Supplies, the Combined Boards could assume the above-described functions of the Committee on Supplies in relation to recommendations as to sources of supply.

11. The Committee on Supplies (together with whatever technical subcommittees it might establish) would thus provide UNRRA, and more particularly the
Director General as its executive authority, with a mechanism for discussing the supply problem of the liberated areas simultaneously with all the principal supplying countries. The Director General could obtain from this Committee the general information and recommendations as to sources of supply which he must have as the basis for detailed requests for allocation or procurement action. Such requests must finally be made to the national agencies of the governments serving on the Committee, and in appropriate cases to the interested Combined Board.
THE SCOPE OF UNRRA'S INTEREST
IN CONTROLS WITHIN LIBERATED AREAS
TO ASSURE EQUITABLE DISTRIBUTION OF IMPORTED GOODS

SUMMARY

Because goods made available to liberated areas will be in short supply, basic needs can be met only if such goods are equitably distributed. UNRRA must be able to assure supplying countries and other liberated areas that goods made available to any particular liberated area are being used to meet needs that are greater than their own. UNRRA cannot provide this assurance unless effective control measures are instituted and enforced by some competent authority.

These necessary controls over distribution include (1) allocation machinery, (2) price-control and rationing regulations, (3) controls to assure that locally produced supplies of rationed goods will flow through legal channels, and (4) facilities for individuals to file complaints.

In areas with a recognized government capable of exercising administrative authority, such controls may best be instituted and enforced by the government of the liberated area. UNRRA's role would be confined to advising and assisting the government where necessary. If properly substantiated information obtained by the Administration establishes that relief and rehabilitation supplies are not being distributed equitably, the government of the area will on notification by the Administration immediately take all necessary steps to remedy the situation.

In areas where no recognized government exists, UNRRA itself may have to institute and enforce the necessary controls, but the fullest possible use would be made of local personnel and governmental machinery.

Differences among areas in the scope of UNRRA's interest in controls over distribution cannot be based on payment or non-payment, but must be based solely upon the ability of the governmental authority in the area to exercise administrative control.
1. The basic needs of liberated areas can be met only if the scarce goods made available are equitably distributed among the liberated areas and among individual consumers within each liberated area. The required goods will be in short supply. The needs of the armed forces and of the civilian populations of the United Nations have already placed a severe strain on world supplies. This strain will be increased as it becomes necessary to supply the needs of an increasing number of liberated areas. Since supplies will be insufficient to meet all needs, goods provided to any particular liberated area must be withheld from all other liberated areas where need is also great. Both the supplying countries which will surrender these scarce goods and the other liberated areas from which they must be withheld must be assured that greater need exists elsewhere and that these goods are actually being used to meet needs that are greater than their own.

2. UNRRA must be able to provide this assurance. It cannot do so unless effective control measures are adopted and enforced in each liberated area by some competent authority. It is pertinent to outline the major types of essential controls before discussing the scope of UNRRA's interest in these controls.
If goods are distributed through normal trade channels, allocation, price-control and rationing machinery will be necessary to insure that goods flow to consumers with a minimum of leakages into black markets and that each person receives his fair share, regardless of ability to pay.

a. Allocation of goods: Some machinery must exist for distribution of the total available supply of rationed goods among (1) the different areas of the country, and (2) the processors and distributors within each area. Unless this necessary economic function is performed effectively, the ration assigned to each consumer may be available in some stores and some parts of the country but not in others.

b. Price control and rationing: Appropriate machinery of this sort is necessary to assure that goods will

1/ Although it may be assumed that goods will be distributed primarily through normal trade channels (by sales or otherwise), supplementary ad hoc distribution machinery will probably be unavoidable at least for short emergency periods. For example, communal feeding arrangements will be necessary for persons living in camps for any reason. In the current trans-blockade relief plan in Greece, soup kitchens are being used to supplement distribution through grocery stores and bakeries. In Tunisia, temporary "relief markets" have been established in some towns primarily because transportation difficulties have delayed the flow of goods through normal commercial channels.
be distributed in accordance with need rather than in accordance with ability to pay. In the absence of such controls, prices would be bid up because demands exceed supply and the scarce goods available would be obtained by the persons with the most money. To prevent this, the amount which each consumer may purchase must be fixed and a ceiling must be placed on the prices which sellers may charge.

c. Control over locally produced supplies of rationed goods: One problem which may be anticipated in maintaining effective control over the distribution of goods will be presented by locally produced supplies which comprise a part of the goods which are rationed. These locally produced supplies must be depended upon as an essential part of the minimum subsistence standard of living which needs to be provided. Farmers are often reluctant to surrender all of their surplus produce for distribution through channels where it will be subject to allocation, price control, and rationing regulations. Where black markets exist, it is often more profitable for farmers to withhold a part of their crops for barter or for sale in the black market. To help cope with black markets,
rationing and price-control regulations should apply to all goods that are rationed, regardless of whether they are produced locally or imported. Preferably, the local government should assume control at some pre-retail level of the entire supply of rationed goods produced locally. Practically every major European government has established pools to control the distribution of basic necessities which are rationed; producers may sell only to such pools and only licensed processors and distributors may purchase from such pools.

d. Facilities for filing complaints: Adequate procedures should be devised to permit individuals to file complaints regarding the equity of distribution and to insure prompt investigation of such complaints and effective action to correct whatever abuses are thereby revealed.

3. The types of control measures listed above will have to be instituted and effectively enforced under three types of circumstances:

a. In areas with a recognized government which is capable of exercising administrative authority, the necessary controls over distribution will best be instituted and enforced by the local government.
b. In areas where no such government exists, including enemy territory as well as areas where an extreme degree of disruption and dislocation exists because of military action or for any other reason, it will be necessary for the responsible authorities, military or, if the responsibility is delegated to it, UNRRA, either (1) to institute and enforce the necessary controls over distribution, or (2) to supervise the institution and enforcement of such controls.

c. A third type of situation may be distinguished in which, although controls over distribution are administered by the local government, UNRRA is invited by the local government to render advice and technical assistance in various respects.

UNRRA's role under these various circumstances is discussed in the following paragraphs.

4. In areas where controls over distribution are administered by the local government, UNRRA's role will be to observe the flow of goods within the country, and, whenever it is necessary, to advise and assist the local authorities regarding the techniques of allocation, price control, and rationing. It is assumed that UNRRA will only assume such responsibility as is necessary to insure that imported goods are being used for the
intended purposes. UNRRA might determine whether distribution is prompt and equitable by such means as the following:

a. The local government might agree to furnish UNRRA with copies of all official regulations regarding allocation, price control and rationing in order that UNRRA may evaluate the adequacy and enforceability of these regulations.

b. The local government might agree to furnish UNRRA at reasonable intervals with reports on receipts of imported relief and rehabilitation goods of each type, the volume of such goods which have reached ultimate consumers, and the lapse of time involved in this distribution. These reports must be so devised as to permit an overall evaluation of the promptness of distribution without unduly burdening the local government.

c. The local government might agree to furnish UNRRA at reasonable intervals with reports of complaints filed by individuals regarding inequitable distribution and of the disposition made of such complaints.

d. UNRRA observers should be permitted to conduct spot checks to determine the promptness and equity of distribution. In North Africa, spot checks by a
small number of American investigators, assisted by local individuals, were found to be an extremely useful method of gauging the effectiveness of price control and rationing regulations.

Reports on the volume of imported goods reaching ultimate consumers would indicate the promptness of distribution; individual complaints and the information obtained by UNRRA observers would indicate the equity of distribution. If the information obtained by these means indicated an unsatisfactory distribution, the governmental authority in the area should on notification by the Administration immediately take all necessary steps to remedy the situation.

5. In areas where it is necessary for UNRRA itself to institute and enforce controls over distribution, the fullest possible use would be made of surviving local governmental machinery and of local personnel with administrative experience at the regional, district, or municipal government level, with care taken of course to eliminate all unreliable personnel and discriminatory institutions.

6. Since the governmental authority of some liberated areas will pay for imported goods while others will not, the question arises whether UNRRA should exercise certain types of control over distribution when goods are provided free that it would not
exercise when payment is made. Since UNRRA must be able to
assure both supplying countries and other liberated areas that
scarce goods are being used to meet needs greater than their
own, the suggested minimum control must be exercised by UNRRA,
regardless of payment or nonpayment by the government or au-
thority of the area.

The above question is sometimes stated in a form that im-
plies the possibility of making a clear-cut distinction between
paying and nonpaying countries and therefore the possibility of
establishing two types of relationship between UNRRA and the
liberated areas. Some countries will pay for only a part of
the goods that are imported. Other countries will propose to
pay for all goods but will be able to pay spot cash in foreign
exchange for only a part. In the latter instances, there is
the possibility that some of the loans involved may prove to
be gifts. It would obviously be impracticable for UNRRA to at-
tempt, within the same country, to exercise controls of one
character over goods that are paid for and controls of a differ-
ent character over goods that are provided free.

Therefore, it is suggested that differences in the character
of controls exercised by UNRRA in different areas must be based
solely upon the ability of the governmental authority in the lib-
erated area to exercise the required administrative control.
This policy is not only consistent with UNRRA's responsibility to meet basic needs without regard to ability to pay — it is also the only practicable policy.
UNRRA as a Supplier of Technical Services

Summary

If there is to be some assurance that scarce technical services, like scarce goods, are to equitably distributed in accordance with need rather than with the ability of the liberated areas to finance them, UNRRA should be prepared to serve as the intermediary between governments in need of such services in any field within the competence of UNRRA (e.g., public health, nutrition, agricultural rehabilitation, transport) and the available expert personnel. UNRRA should, moreover, undertake a review of personnel requirements in much the same fashion as will be necessary in connection with the supply of scarce goods.

There is at present no central agency performing this service and any such function which UNRRA might assume could well be taken over by any permanent international machinery which may be established later. Precedents for this type of activity are to be found in certain aspects of the relief activities at the close of the last war; in the League of Nations' and International Labor Office's systems of furnishing technical advisors; and in the system developed by the Coordinator of Inter-American Affairs, working in conjunction with the State Department. UNRRA might, in the first instance,
confine its activities to establishing contact with the several national and international agencies which would be best able to procure the type of personnel which might be called for. At a later stage and as a result of actual experience UNRRA may find itself in a position to draw up panels of experienced personnel in different fields of principal concern.

THE NEED

While the more highly developed countries of northern and western Europe may not find it necessary to draw upon outside technical assistance, except perhaps in certain highly specialized fields such as bacteriology or epidemiology where they might find temporary shortages of experienced personnel, the countries of eastern and southeastern Europe and of Asia will unquestionably be in need of expert outside aid. The financing of imported services with foreign exchange will, on a small scale, present problems similar to those involved, on a large scale, in the financing of imported goods. If there is to be any movement toward an international control of colonial areas or an internationally directed movement toward independence for such areas, the existence of an international machinery through which technical advisors and experts, free of the ties of national policy, could be secured would be of peculiarly large significance.
If a general scramble for experts is to be avoided, if some assurance is to be given that scarce technical services, like scarce goods, are to be equitably distributed, in accordance with need rather than in accordance with ability to finance the services, UNRRA should be prepared to serve as the intermediary between governments in need of such assistance in any field within the competence of UNRRA (e.g., public health, nutrition, agricultural rehabilitation, transport) and the expert personnel which might be drawn into this service. Where UNRRA was itself furnishing such services there would clearly be no need to bring in other personnel for the same purpose, but it is probable that instances would arise in which it would be desirable either to supplement the services which UNRRA was itself capable of rendering or to enable a government to meet its problems by associating outside experts directly with its own administrative hierarchy. In some instances it might be desirable for UNRRA to second its own personnel for this type of service, but the more usual procedure would be to tap outside resources, including, after the end of the war, experts who have been drawn into the armed services of the belligerants. It is obvious that this system would come into play only on the request of a government and after securing its agreement to the person or persons proposed.
This type of service, which has in the past been rendered by both international and national governments and institutions, should be particularly significant at a time when there will be heavy demands from war-stricken areas for expert assistance in the work of rehabilitation. There is at the present time no central agency performing this service, which is of very marked continuing international concern, and any such function which UNRRA might assume could well be taken over by any permanent international machinery which may be established later.

**Precedents**

There are a large number of precedents for this type of activity. As a part of the relief activities at the close of the last war, Herbert Hoover proposed and carried through a program of making technical advisors available to governments who desired them in such fields as the reconstruction of transport facilities and the provision of industrial equipment. Under this plan American technical missions were sent to Austria, Poland, Yugoslavia, and Czechoslovakia, and were financed out of credits arising from ARA exchange operations.

The League of Nations and the International Labor Office made considerable use of the possibilities inherent in the system of furnishing technical advisors, notably in the case
of China in the years immediately following the first Japanese attack. In the earlier years of the League, Financial Commissions were sent to Austria, Hungary, and other countries to assist in financial and fiscal reconstruction, and other missions were sent by such technical branches of the League as those dealing with health, transport and communications. The International Labor Office has continued up to the present time the practice of making available experts, particularly in the field of social security, to governments interested in securing experienced technical advice.

The United States, through both official and unofficial channels, has made experts in many fields available to a large number of countries. During the present war Latin American countries have been the principal beneficiaries of the system with the Coordinator of Inter-American Affairs, working in conjunction with the State Department, as the usual intermediary in Washington, but China, Iran, and other countries have also received aid of this type. Through the Sanitary Bureau of the Pan American Union, American public health services have been placed at the disposal of Latin American governments, expert personnel has been loaned, and schools of nursing established. The Rockefeller Foundation is the outstanding example of a private American institution
which has enabled other countries to draw on American technical assistance.

For less developed countries which suffer from a dearth of highly trained and experienced professional men and technicians there is a great advantage in being able to draw upon the resources in this field existing elsewhere through international machinery. Not only is their range of selection much increased but they are also enabled to escape in large measure the fear of political or economic domination which inevitably attaches to the system of drawing advisors from individual Powers. In this connection, it must obviously be a part of any such international program to guarantee that individuals who may be made available are not representatives of or under the control of the countries from which they come.

SUGGESTED METHODS

In the performance of its functions in the field of assuring equitable distribution of technical services for relief and rehabilitation, UNRRA might, in the first instance, confine its activities to establishing contact with the several national and international agencies which would be best able to procure the type of personnel which might be called for. In the field of agriculture and nutrition, for example, the Interim Commission of the International Food
Conference could be called upon to propose experts, and the I.L.O. could similarly be utilized in connection with labor and social security problems. Many departments and agencies of the U.S. Government, such as War, Navy, Strategic Services, Foreign Economic Administration, and the Coordinator of Inter-American Affairs, have compiled lists of experts available in their several fields, and the Office of Scientific Research and Development has drawn together a mass of information concerning the professional human resources of the United States. Foundations and professional associations of many types could similarly be called upon. Established contacts with these agencies and institutions throughout the world would enable UNRRA speedily to make available to any government the specialized personnel of which it might be in need. At a later stage and as a result of actual experience UNRRA may find itself in a position to draw up panels of experienced personnel in different fields of principal concern. By arrangement with the governments from which personnel would be drawn it would be possible to secure the loan or seconding of government officials.

Since UNRRA's activities in this field would be justified only in instances where the demand in the period immediately succeeding the war should exceed the supply in certain technical
fields, UNRRA should undertake a screening of requirements for personal services in much the same fashion as will be necessary in connection with the supply of goods. Similarly the question of payment for the services of technical advisors or experts would have to be resolved in much the same fashion as the payment for goods: inability to pay should clearly not outweigh demonstrated need.
This memorandum discusses the relief and rehabilitation functions that must be performed during the period between the liberation of an area and the time when the area ceases to be of military importance, that is, until the military command no longer finds it necessary to control all the means of transportation into and out of the liberated area. This memorandum also suggests a mechanism for the participation of UNRRA in these relief and rehabilitation activities from the earliest possible moment.

**Military Significance of Civilian Supplies**

During the period of military control, the military command in the area will have the following objectives requiring the importation of civilian supplies:

1. To maintain the food supply and health of the local population sufficiently
   
   (a) to avoid rioting and other public disorder which would require the use of large numbers of troops as guards,
   
   (b) to prevent disease which might spread to the troops, and
   
   (c) to provide a labor force willing and able to work in the ports, on the railways and roads, airfields and other military installations, thus reducing the number of service troops required;

2. To
(2) To provide the area with the necessary machinery repair parts and industrial and agricultural materials required to maintain local production of materials and services required by the armed forces, such as -

Transportation and utility equipment and services,
Refrigeration equipment and refrigerant,
Food, seed, fertilizer and other agricultural supplies,
Cement and other building materials,
Industrial equipment, parts, and supplies;

(3) To fill other civilian needs so as to show the nations still under enemy occupation the improved economic status of the liberated area, and thereby to encourage the peoples of those nations to resist the occupying troops.

The quantity of supplies which the military command can import to carry out these objectives of course depends upon the amount of shipping available to it and the proportion of such shipping which is required to achieve other objectives of greater military importance. Civilian supplies, except to the extent that they are necessary for military purposes, must take second place behind the tanks, bombs and guns needed on the field of battle. Some civilian supplies are, however, of such military importance that the military command must allot shipping space for their importation. To assure balance and to safeguard the needs of the military, control over all imports and all exports is necessary as long as direct military needs exist for substantial amounts of ocean, rail or truck shipping space or for port or warehouse facilities.
The Military Command and Civilian Economic Needs

A civilian supply imports program is only one—although the most important—of several economic problems that confront the military command. To handle these problems, the Military Commander will usually set up a special staff section of his headquarters. In North Africa, this section took the form of the North African Economic Board, a military agency under joint military and civilian chairmen, and staffed by American and British military and civilians. In Sicily, it has taken the form in its present stage of Allied Military Government (AMG) which includes a Civil Supplies Section, a Financial Section, and a Public Utilities Section, all staffed to date entirely with British and American military. As time goes on, the civilian participation will be gradually increased, but the staff section itself will remain a part of military headquarters as long as the area is of military importance.

With respect to civil supplies, the functions of such a special staff section would usually be:

(a) to formulate or receive requests for imports of civilian supplies to be processed by the military command, to develop the necessary specifications and statements of end use, and to transmit approved requirements to the appropriate agencies of the supplying countries for procurement or other appropriate action;

(b) to
(b) to approve all imports to be made directly by the local government or by private individuals rather than through the military command;

(c) to determine the types and quantities of materials which can be acquired locally through the military commander for export or for local stockpiling purposes;

(d) to approve all local purchasing and export programs which are not to be carried out through the military command;

(e) to obtain the necessary shipping space for agreed import and export programs from the appropriate shipping authorities;

(f) to arrange for the delivery of imported supplies and their transfer to the local government, or to some other local agency which would arrange distribution to the consumer;

(g) to assure that distribution of imported supplies is conducted in such a manner as to carry out the purposes for which the supplies were imported; and

(h) to determine the prices to be paid by the local government or other local agencies for supplies imported through its military command and the method of payment.

It is obvious that the Theater Commander cannot afford to delegate this task to anyone or any agency not within his direct chain of command. He cannot delegate the economic job entirely to UNRRA, even if UNRRA were to place itself under his command, since the job necessarily includes several activities which are beyond UNRRA's scope—economic warfare, blacklist and currency control operations. Instead, he will probably set up the special staff section under a military officer, with
some civilian participation, and ultimately with civilian dominance.

It therefore becomes pertinent to inquire what part, if any, UNRRA should play during this period. **Relationships of UNRRA to the Special Staff Section**

During the period in which the area is of military importance, patterns will be set for relief and rehabilitation activity that will tend to determine the course of such activity after hostilities are over. Relations will be formulated between the governments of the liberating and the liberated areas, a method of payment will be established, procurement channels will be created, and distribution policies will be set. In order to assure a smooth transition from relief and rehabilitation activities during the period when they are administered by the staff of the military command to those activities during the subsequent period, it is desirable that UNRRA be closely associated with the relief and rehabilitation work of the military command, as soon after the day of liberation as possible.

There are two alternative methods open to consideration: for the UNRRA representatives to become an integral part of the special staff section, or for UNRRA to perform relief and rehabilitation work separately from the special staff section.
The latter alternative is highly inadvisable. It is not possible to work out any division of responsibility between UNRRA and the special staff section. A division based on types of commodity will not do. Practically every industrial item or consumer good has both a relief and rehabilitation use and other economic uses e.g., leather belting for a shoe factory and leather bolting for a munitions plant; flour for hungry people and flour for the local army. Nor can a division be made according to the type of end use since the same industrial facility must often be used for both military and relief and rehabilitation purposes. And even if a workable division were conceivable, the two halves would be competing for the same shipping space and perhaps the same materials. There must be a unified command and a single decision on all these closely related problems.

The only way for UNRRA to participate is for UNRRA men to be sent to the field as soon as possible to serve as members of the special staff section. Such an arrangement is in accord with the provisions of Article VII of the UNRRA Agreement, which place UNRRA's activities within a liberated area under the control of the military command for so long as military necessities exist in the area. Under any organizational setup, and whether or not the UNRRA representatives are retained in a unit 

separate
separate from the special staff section, the head of that section, acting for the military commander, will exercise final control over the UNRRA representatives in the area until the military headquarters is abandoned.

Under such circumstances, in order to assure that UNRRA's policies and standards are considered and to the extent possible followed, it is highly advisable that UNRRA have some influence over the selection of the head of the special staff section. To this end arrangements should be made by the Director General with the Combined Chiefs of Staff or other appropriate military authorities whereby the Director General would consult with the military command in each liberated area before the head of the special staff section is appointed. In turn, the Director General should name that head as UNRRA's principal representative in the area and should rely on him for the carrying out of UNRRA's policies to the extent possible within the limits of military necessity. All UNRRA personnel in the area should be instructed to look to him for guidance in this respect.

This arrangement should continue until the military and economic situation become such that the scope of UNRRA's activities in the area can be clearly defined and
and full operating responsibility for such activities can be delegated to UNRRA as a separate entity. Pending this, UNRRA's personnel should be assuming an increasing number and variety of the functions and duties that lie within UNRRA's scope.