

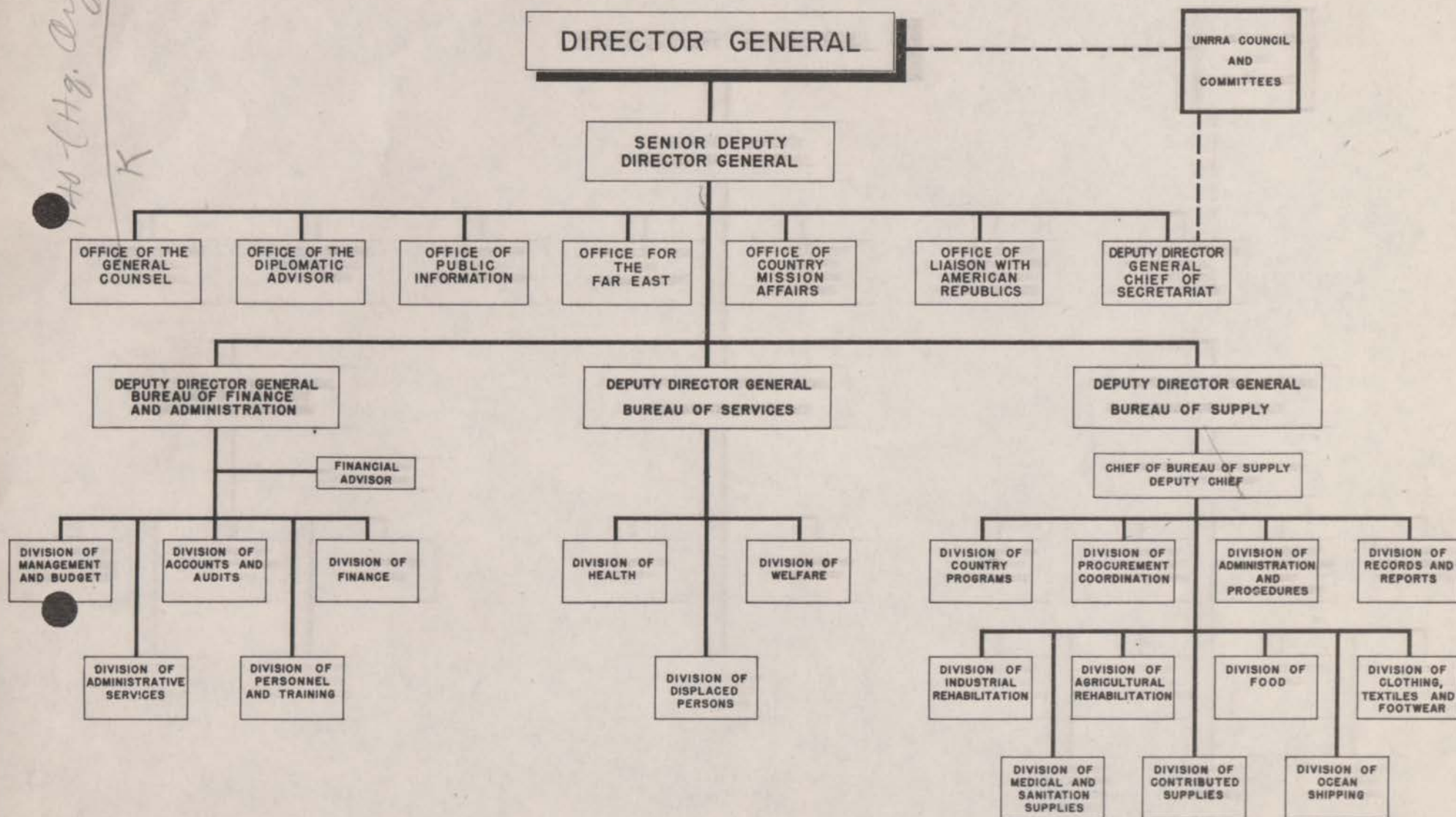
140 - (MISCELLANEOUS)

1945

140 (Misc.) '45

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Headquarters Organization as of 15-September-1945



Approved

Conington Hill
DEPUTY DIRECTOR GENERAL FOR FINANCE AND ADMINISTRATION

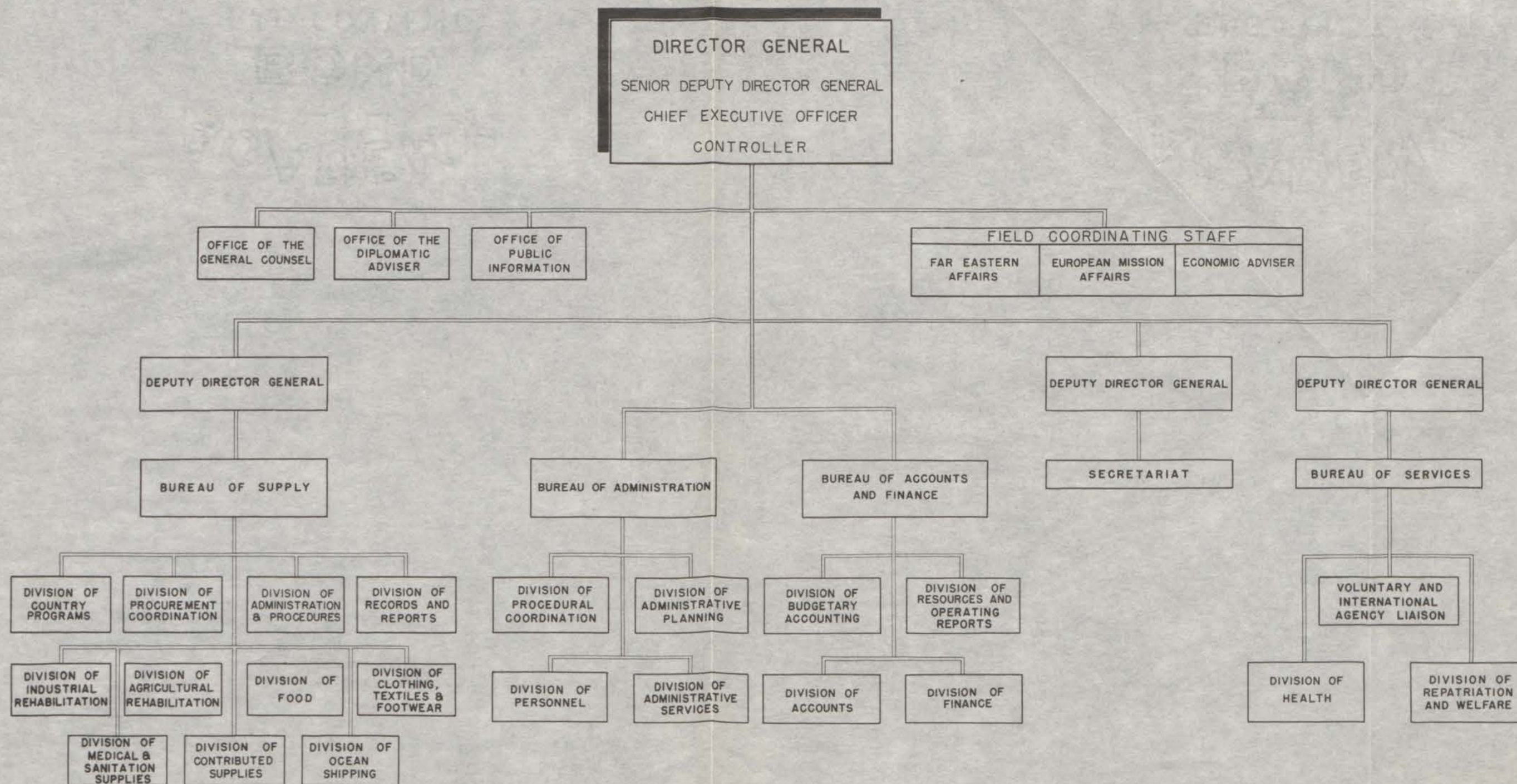
Approved

Hubert H. Lehman
DIRECTOR GENERAL

PREPARED BY DIVISION OF ADMINISTRATIVE SERVICES-CARTOGRAPHIC UNIT

140 (Hg. Reg)

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
HEADQUARTERS ORGANIZATION AS OF 15 APRIL 1946



Approved: *V. Sumner*
DIRECTOR GENERAL

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 18 December 1945

CROSS INDEX: 060 Hoxha, Enver (Gen.)
~~140~~
Albania 601

TO: D.R. Oakley-Hill (Albania Mission)

FROM: Alexander B. Hawes (Act'g Diplomatic Adviser)

SUMMARY: "With reference to your memo of 7 November 1945 to Governor Lehman, there is enclosed herewith his acknowledgement of the note received from Gen. Hoxha.....ect."

RECORD FILED: Albania 250

TYPIST: LAS

DATE: 1/8/46

140 - (Titles, Organizational)

6 December 1945

MEMORANDUM

TO: Mr. Buell Randolph
FROM: Robert E. Asher
SUBJECT: Current Information on Organizational Titles

In the preparation of procedural instructions in the last few days, several instances have occurred of our sending through for clearance materials which refer to organizational units by improper titles.

If it is at all possible, we would appreciate having a current listing of the names of all Headquarters units down to the section level, and to be advised whenever titles of any units are changed, so that we can insure accuracy and avoid embarrassment.

SSnelling/top

✓ 201 (Material, Procedural)

*Central
Registry
140 (Comm. Division)*

3 December 1945

TO: P. W. Kuo

FROM: Eugene S. Sergeev

As requested by you, I attach herewith a brief outline
of the duties of the Committee Division for General
Rooks' information.

Sc/ESergeev/md

ES

X-400 Rooks' Gen.

3 December 1945

140
R

Changes in Functional Statements for Staff Offices

The following is an analysis of the proposed changes made in the statements of functions as submitted by the organizational units studied.

Office of the General Counsel

All the statements as submitted by the Office of the General Counsel have been used with the exception of items 10 and 12. Item 10 (service of drafting officers at the Sessions of the UNRRA Council) is obviously included in item 7. Item 12 (comments on UNRRA's leadership in connection with the general situation in Bulgaria, Rumania and Hungary) has been omitted since it is not appropriately a function of the Office of the General Counsel. This was a personal assignment to Mr. Feller, who has resigned.

Office of the Diplomatic Advisor

The statement of functions as submitted by this Office has not been changed materially, insofar as substance is concerned. The functions have merely been restated to conform to standard format.

However, item 9 (describing liaison between Director General and Congress of U.S.) has been deleted, since this does not appear to be a primary function of this Office.

Office of the Secretariat

A combination and redescription of functions submitted by this Office has been made to conform to standard format, and all the functions as originally set forth by this Office in their description of "Office of the Central Office" have been used.

One organizational change has been recommended. It is proposed to set up a new organizational unit (known as "Administrative Staff") to coordinate the following administrative functions: (1) all housekeeping functions; (2) general supervision of library staff; (3) arrangements for translation service; (4) maintenance of correspondence files; and (5) distribution of committee documents, reports and resolutions.

The inclusion of the library staff in this unit is a departure from present practice. However, since this staff apparently receives little or no supervision from any one at the present time, its activities should be coordinated under one specific office.

It is also proposed to use the designation of "Staff", for each organizational unit. This would appear to be an appropriate designation, since there is such a small number of individuals employed in each unit.

Office of Public Information

The functions as set forth in the statement of "Office of Public Information," have been "redistributed" into the various operating units where they presumably belong. All of these functions have been included.

A new statement spelling out specific functions of the "Assistant Chief" has been written, since none was submitted by the Office itself.

One organizational change has been recommended. It is proposed to merge the Regional Operations Staff and Area Service staff into one operating unit, since their duties are primarily the same. This unit will be composed of four information specialists, each acting as liaison officers for public information in specific geographical areas. The Regional Operations Staff acts as liaison for European and Far Eastern information; the Area staff deals with Canada and the South American countries.

The designation of "staff" has also been used in describing the organizational breakdown.

Office of Country Mission Affairs

The functions of the Director's Office have been restated in more general and overall terms.

In the statement on the "Office of Country Mission Affairs" item 3 (maintaining liaison with Congress) has been omitted, as this function is presumably included in item 2 as proposed. Item 6 (preparing tables of shipment and analyses of supply programs) was deleted, as Item 1 deals with procurement of supplies. Items 8 and 9 have been restated as one function.

In the statement on the "Office of Country Mission Reports", the functions have been spelled out in more definite terms and some clarifying statements have been included.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 27 November 1945

CROSS INDEX: ~~140~~
562

TO: Secretary of State (State Dept. - Wash., D.C.)
FROM: John M. Allison (1st Secretary of American Embassy - London)

SUMMARY: Transmitting copies of the debate in the House of Commons on
November 16, 1945. "UNRRA (Resources and Responsibilities)"

(No. 27068)

RECORD FILED: UK 020.23 (Debate)

TYPIST: LAS

DATE: 1/28/46

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

23 November 1945

CROSS INDEX

140 - (Directive)

Cuba - 301

Colombia - 301

TO

Francis B. Sayre

FROM

H. H. Lehman

SUMMARY

UNRRA Mission to Cuba

RECORD FILED

252 - Cuba Mission - Sayre

TYPIST

kw

DATE

8 October 1946

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 2 November 1945

Incoming Telegram

CROSS INDEX: 140

TO:

FROM: London 5717

SUMMARY:

Personl Presiding No. 135. Your telegram No. 780 to Rome.

1. War "depart. proposals not only emphasize subordination of UNRRA to Commanding General but also omit all references to UNRRA'S "Responsibilities"....Etc

RECORD FILED: Germany- 251 (USFET)

TYPIST: A.P.

DATE: 28/1/46

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 2 Nov 45

CROSS INDEX: China 856 Cargo
140

TO: Capt. William Nelson, Army Navy Liquidation Commission
Wash.D.C.
FROM: Louis Swenson, Chief Pro. Coordination Br.

SUMMARY: RE: Cargoes of six vessels have been made available for
UNRRA purchase and also that it will be UNRRA's responsibility
to unload these vessels at Port of Shanghai.

RECORD FILED: 030 Army-Navy Liquidation Commission

TYPIST: hvs

DATE: 11/26/45

copy

Dr. P. W. Kuo
Room 532

140 - (Committee Div)

27 October 1945

E. S. Sergeev

Committee Division

In connection with the revised description of the Functions of the Committee Division, I have the following statement to make:

These revisions, apparently being made at six month intervals, seem to us to represent a duplication of time and effort inasmuch as the functions of the Committee Division are fully outlined in Administrative Order No. 30 and the previous description of the duties of the Chief of the Committee Division, dated 31 March 1945, and remain unaltered. Therefore, we consider it unnecessary to take the time to compare and comment on the revised description, but submit our disapproval of any deviation from existing orders and descriptions of functions. We recognize only the Administrative Order No. 30, which outlines the Functions of the Committee Division, and description of duties outlined in March 1945.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 22 October 1945

CROSS INDEX: 860
140(Field Services Section)

TO: Malcolm B. Catlin

FROM: Buell B. Randolph

SUMMARY: RE: Processing Personnel for Travel or Assignment Overseas

RECORD FILED: 470 (Over Seas)

TYPIST: LAS

DATE: 1/11/46

140 - (Property Survey Comm)

act. 5/1945

To: D. B. Vaughan
From: Corrington Gill

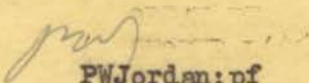
In accordance with provisions of the Administrative Property Accountability Manual, the following shall serve for an indefinite period as the Property Survey Committee at Headquarters:

F. L. Parnell, Chairman

Earl Hoyle, Bureau of Supply
D. G. Sullivan, Bureau of Supply, Alternate

Albert E. Keller, Accounts and Audits
Claude P. Sarsfield, Accounts and Audits, Alternate

It is the responsibility of the Property Survey Committee to examine all property survey and discrepancy reports prepared by the property officer, and after hearing witnesses and examining all of the evidence to make a final decision with respect to the report. Such decision shall be recorded and subsequent action taken as provided in Section 3-m of the Administrative Property Accountability Manual.


PWJordan:pf
9 October 1945

X-320 - Property Survey Committee

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

25 September 1945

CROSS INDEX

140-----

USA 301

TO

Corrington Gill

FROM

George Xanthaky

SUMMARY

Draft of speech on UNRRA'S organization and administrative set-up

RECORD FILED

521 (Speech)

TYPIST

mal

DATE

19 Mar 46

140 - (Headquarters)
September 18, 1945.

Memorandum

To : Mr. Corrington Gill
From : J. J. Polak *JJP*
Subject: Headquarters Organization to Implement
Resolution #80.

1. In the following paragraphs I have tried to keep to the essentials of the contents of the various memoranda touching upon this subject by Messrs. Xanthaky, Homan and myself, as well as to the discussion we had last Friday, in order to clarify the position with respect to the proper Headquarters organization. If I go to some extent both into organizational questions and into the substance of the work to be done, I think, judging by the long discussion we had on September 14, that it is necessary to go that far in order to agree upon a reasonable set-up for Headquarters.

2. To start from the end product, it is clear from Resolution 80 that the Central Committee will approve "broad programmes" for the Administration and that it will be advised in one way or another on this subject by the Committees under Resolution 23 (whether these Committees will be merged into one or not, and whether they will act as direct sub-committees of the Central Committee, is immaterial in this connection). Opinion has not yet crystallized as to what these programmes will exactly amount to. One thing is clear however, they will be more than the statistics on country supply programmes which are currently being worked out by the Bureau of Supply on the basis of hundreds of decisions concerning individual commodities. It is the intention of Resolution 80 that the setting out of "broad programmes" will precede these discussions with countries on individual commodities, that it will set the framework within which countries will list their requirements;

X 123 - (Resolution #80)

Sept. 18, 1945.

and these "broad programmes" will also reflect the "need for free assistance", i.e., the difference between various countries in the degree to which they are able to finance part of their import programme themselves.

3. The staff work for these various committees of the Council, including the Central Committee, will have to be done by the Administration. The Administration will present to them a paper containing the Administration's reasoned proposal for country budgets - the initiative, in other words, should be with the Administration.

4. These papers are of such importance for the whole work of the Administration that they themselves will be presented to these committees by the Director General or the Senior Deputy Director General. Before submission, they will naturally be discussed in a meeting of the top staff of the Administration.

5. Also obviously, none of the members of the top staff of the Administration as at present organized, is equipped to draw up this type of paper. A special office has to be assigned with the functions of preparing it and submitting it to the Senior Deputy Director General and the top staff.

6. The functions of this special office derive from the paper or papers to be presented by the Administration to these committees. What elements should enter into the determination of country budgets? From a preliminary survey of the problem, this is by no means a simple question (cf. my paper of September 4). It will among other things require analysis of the deficiency data on which the Administration has worked up to now; analysis of the statistical data at present available; thought as to how to treat foreign exchange holdings, loans, reparations, exports etc; knowledge of the timing and currency composition of our contributions; experimentation with various statistical data; research

in any earlier attempts to solve similar problems. It will imply further, the outlining of any additional data that might be required, instructions to Missions concerning these, etc.

7. The nature of this work and the purpose for which it is to be used, would indicate that it be performed by an office -

- (a) which is not charged with any operating functions;
- (b) which is attached to the Senior Deputy Director General;
- (c) which would draw heavily for data on the various divisions of the Administration.

The most extensive statistical data which would have to be used or analysed are the deficiency data. These have been compiled in the Bureau of Supply, and the office to be set up should have a working relationship with the proper division in the Bureau of Supply to obtain therefrom these data in such form as it requires them.

8. With this organization, the office itself could be small. As proposed by Mr. Hozan in his memorandum of September 7, a staff of three professional people would probably be sufficient. To these should be attached two or three analysts or statisticians.

9. It would seem from this that there is no room for any committee of the Administration as proposed by Xanthaky. If the Committee were to approve the document to go to the Central Committee, it should be identical with the top staff, and not be under the Chairmanship of the Head of the special office. If it were to collect data, it would rather

Sept. 16. 1945.

be a number of contact persons through whom this office would draw on the knowledge of the various divisions, who would however, not have to have authority on the draft of the final paper.

10. When this whole procedure with the Central Committee and the Committees under Resolution 23 for setting country budgets, is in operation, the previous type of "qualitative" ability to pay decisions could be dispensed with. The setting of country budgets would in fact, amount to an implicit quantitative decision on ability to pay. Two other functions presently performed by the Office of the Financial Adviser, would also properly come within the purview of the office to be established, i.e.,

- (a) Consideration as to how the most effective use could be made in the establishment of the total import program of the recipient countries, both through UNRRA and outside of UNRRA, of the foreign exchange holdings of the countries themselves and the UNRRA contributions.
- (b) The collection of financial and economic data to follow the recovery of the countries' economy and to judge their ability to pay.

For these reasons, to prevent overlapping, and to economise personnel of the Administration, I would suggest that the present Office of the Financial Adviser be moved, made, or merged into this special office to be set up.

JJP-cm

cc-Mr. Homan
Mr. Xanthaky

140 (visiting system)

27 July 1945

TO: The Director General
The Senior Deputy Director General

FROM: Roy F. Hendrickson

SUBJECT: Establishment of Headquarters Visiting
System for Missions

It is the view of the Headquarters staff that there should be established a visiting system by Headquarters officials and technical personnel to the Missions in cooperation with ERO. We believe that such a system, supplementing a regular system of written reporting, would serve both to keep Headquarters informed of the extent to which mission operations are in conformity with established policy and are being conducted with the requisite efficiency and to give the Missions the necessary feeling of support in the highest quarters of UNRRA.

We propose the following:

(1) Each Mission should receive a visit from a senior Headquarters official for a period of not less than two weeks in each quarter of the year.

These officials should be Deputy Directors General or Division Chiefs. A schedule should be drawn well in advance giving a list of the visiting officials and their itineraries. The Mission should be adequately informed of the purpose of the visit and the matters which will be discussed some time before the arrival of the visitor. Each visitor should first proceed to ERO for a period of a week or less to discuss his visit with appropriate ERO officials. After completing his tour of the Missions on his list, he should report back to ERO for a visit of not to exceed one week, explain to ERO his comments which he proposes to make to Headquarters and receive their comments, and also give ERO such information as is required by that office.

Director General
Senior D.D.G.

2

27 July 1945

(2) In addition to these general visitors, there should be technical visitors for the various divisions. These may accompany the general visitor in a small team or may go separately. We also believe it would be desirable for ERO to have a small field staff which would make regular visits of inspection and it would be desirable if these inspectors accompanied Headquarters visitors on their tours.

(3) Each six months the heads of technical divisions in the various Missions should be brought together at some point in the European area for consultation on mutual problems similar to the supply meeting held at Caserta. We recommend that ERO undertake to plan such meetings which could be held in conjunction with the visits described in paragraph 1.

AHFeller/js

cc: Bureau of Services (Richard Brown)
Finance (Corrington Gill)
Office of Country Missions (George Xanthaky)
Health (Dr. Sawyer)
Welfare (Miss McGeachy)
Diplomatic Adviser (Carl Spaeth)
Displaced Persons (Fred Hoehler)

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

4 July 1945

CROSS INDEX

140 - (Dir of Responsibility)

ERO - 140 - (Div. of Responsibility)

TO

UNRRA

FROM

Karl Borders

SUMMARY

Division of responsibility between HQs and ERO on Supply Matters.

RECORD FILED

204.3

TYPIST

kw

DATE

18 November 1946

Files

140

30 May 1945

To: Corrington Gill

From: Harry K. Herwitz

Subject: Functions of the Administrative Analysis Division Affected
by the Memorandum of 3 May 1945

The functions of this Division have not been affected by the memorandum of 3 May 1945. The work load, however, will be increased, at least for the next two months, because the determination of the responsibilities at the several levels of organization and the revision of the distribution of responsibilities, permits and makes necessary:

1. The revision and codification of administrative orders and bulletins: These orders are being reviewed and developed in the form of a series of manuals covering matters having: (a) general applicability throughout the entire Administration, (b) applicability to Headquarters only, with appropriate procedures, and (c) applicability only to specific Headquarters bureaus or offices, with supplementary procedural instructions.

2. The preparation of an authoritative statement in the form of a general order specifying: (a) the responsibilities at Headquarters and the delegation of those responsibilities to the several organizational units at Headquarters, (b) the delegations to E.R.O., and (c) the delegations to the country missions. These latter are now in the form of directives to Chiefs of Mission and in other documents.

The Division, because of its small staff, has been handicapped recently by the continuing illness of the Assistant Chief of the Division, Mr. John L. Dean, who will probably be away another 10 days or two weeks. He had been assigned to the work of assisting in reorganizing communications at Headquarters in line with recent decisions.

Because of varying demands for typing and stenographic service in the office, some time ago, at our initiative, we arranged for the detail of one of our stenographers, whenever she had free time, to take on work from the Stenographic Section.

30 May 1945

The Division does not require additional permanent personnel, except that it would be desirable to have made available any unassigned personnel who are qualified and who can temporarily assist in the development of the several policy and procedural manuals so as to expedite their issuance.

HKHerwitz/lfm
30 May 1945

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE
25 May 1945

CROSS INDEX

ERO - 140

German Mission - 440 (E.D.)

140 - (UNRRA Operations)

TO
Roy F. Hendrickson

FROM
ERO

SUMMARY

Situation in Europe

RECORD FILED
ERO - 140 Security Files

TYPIST

hjs

DATE

17 July 1946

Form
(Revised)
(7 Mar 45)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 17 May 1945

CROSS INDEX: 140

TO: Cairo, No. 607 (Rptd London 1300) dated 17 May 1945

FROM: R.R. Boyer (Finance)

SUMMARY: Outgoing telegram - Regarding payments for medical services for employees UNRRA and voluntary agencies.

RECORD FILED: 421

TYPIST: els

DATE: 14 June 1945

X 140 ERO

140 Hdq

15 May 1945

TO: Mr. Corrington Gill
FROM: Francis B. Sayre
SUBJECT: Review of Effects of Order Memorandum of
3 May 1945

* In reply to our inquiry, Mr. McRae explained that the statement of functions is required only from offices the functions of which (1) have been changed at headquarters or (2) have been delegated in part to ERO by Order Memorandum of 3 May 1945.

Since there is no change in either respect in the Office of the Diplomatic Adviser, Mr. McRae agreed that no statement would be required from this office.

DA:CBSpaeth/mg

Form AD-1
(11 Sept 44)
(Revised)

els - 18/V/45

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 11 May 1945

CROSS INDEX NO: 140

TO: London, N. 1230 dated 11 May 45

FROM: Gill (FA)

FILED: 400 - Siegel, Milton

SUMMARY: Outgoing telegram - In view of Administration's acceptance of Committee for Financial Control recommendation that Chief Accountant report directly to Deputy Director General, Finance and Administration and delegation Cairo liquidation to Hyde and ERO responsibility for missions under Director General's 3 May directive, it appears advisable Siegel arrange early return to Headquarters.

ATTACHMENTS:

140
4 May 1945

TO: Michail Menshikov
FROM: Herbert H. Lehman

I am in receipt of your memorandum on the subject "Proposed Reorganization of Headquarters." I wish to point out that while your memorandum was dated 2 May 1945, it reached my office only this morning at 9:30. My statement with regard to the reorganization, as you know, was distributed by me late yesterday afternoon.

I can assure you that your views which were presented to me orally on Monday, 30 April, were given careful consideration by me prior to the issuance of my statement.

I shall, of course, be glad at all times to discuss with you any policy questions affecting UNRRA.

DG:Lehman:blb

PS

140

MEMORANDUM

4 May 1945

To: Herbert H. Lehman, Director General

From: M. Menshikov

In reply to your memorandum of 4 May, I should like to mention that although my memorandum on the subject "Proposed Re-Organization of Headquarters" reached you only this morning, it was prepared and sent to you before I received your mimeographed statement dated 3 May.

However, the fact that you received my memorandum this morning does not change the situation since it only confirmed in writing what I had already expressed orally to you and also at a meeting to you, Commander Jackson and Mr. Hendrickson on 30 April. Also, if you recall, I again confirmed my attitude toward the plan of re-organization by telephone on 2 May.

MMenshikov/BEckhaus/mcs

MM

3 MAY 1945

140

To: All Bureau and Division Heads, Washington
The Administrative Council, ERO, London
All Country Mission and UNRRA Office Chiefs

From: Herbert H. Lehman, Director General

I. Introduction

As UNRRA moves rapidly from the planning into the operating stage, adjustments in the distribution of responsibility and authority within the organization become necessary and desirable. Accordingly, changes to increase the effectiveness of the organization have been fully considered and are stated below, and will take effect as indicated.

I am moved, in part, to fix the responsibilities as indicated because the urgency of our work in coming months will necessitate that I be personally free to move about as the situation requires, spending part of my time at Headquarters, part at ERO, part with the Field Missions, and wherever else the need for me appears to be greatest at the time. Good administration of an emergency effort over such a vast area as our program encompasses necessitates, on the one hand, fixed responsibility at certain bases with provision for adequate continuous administration, and on the other hand, requires that the Director General be in a position to concentrate his efforts at the centers of greatest need, which are likely to change from time to time and at short notice. Such arrangements will moreover permit me as Director General to reach those overall policy decisions over which I will retain full control.

II. Delegation of responsibility and authority to the ERO.

A. Effective immediately the ERO will become the focal point for the administration of our responsibilities in Europe and the Middle East, including Ethiopia, excepting only Poland which remains a Headquarters responsibility pending the conclusion of an Agreement with that country.

The ERO will be responsible for and will direct all country missions' operations in these areas.

B. Chiefs of all country missions will report to ERO. The ERO will have responsibility for completing the planning and organization of these missions as required.

C. The ERO will establish the total needs for funds required for administrative purposes by these missions and will request an allocation of such funds from Headquarters. The ERO will, subject to appropriate fiscal controls established by Headquarters, reallocate such administrative funds among the missions, delegating to the Chief of Mission

concerned the reapportionment, as far as possible, of such funds among the various purposes and units within the mission.

D. Full responsibility is hereby delegated to the ERO for the administration of all relief and rehabilitation services and programs in Europe. With respect to displaced persons services and programs, this will include also responsibility for United Nations nationals in the Middle East, Africa and India.

E. In the case of supplies, the missions will, in order to expedite shipping and procurement, state their requirements both to the ERO and Headquarters, the former commenting thereon to Headquarters as necessary. It will be the ERO's responsibility (i) to ascertain the extent to which requirements can be met out of procurement in the area for which it has procurement responsibility, namely the United Kingdom, British Colonies, Middle East, and the Continent of Europe, and report this to Headquarters so that the overall program of requirements may be established; (ii) to execute that portion of the procurement and shipping program as finally approved under (i) above; (iii) to review from time to time the distribution of supplies actually provided by UNRRA between the various receiving countries, including for this purpose ad hoc arrangements for consultation with the receiving countries as may become necessary from time to time.

F. To insure prompt and effective action in the administration of all services and programs by the ERO, I am establishing an office of the Director General in London. I am assigning Commander R. G. A. Jackson, Senior Deputy Director General, to serve for a limited time as my personal representative in charge of this office. To him is hereby delegated full responsibility, as vested in me, for initiating, reviewing and directing plans, programs, services and operations, including authority to make such changes in organization and personnel in respect of ERO operations as may become necessary from time to time. I have informed him of those matters which I desire to be referred to me before action is finally taken.

III. Adjustments in organization at Headquarters.

To insure effective administration consistent with the points made above, certain changes in the organization at Headquarters are hereby made effective at once.

A. The Bureau of Areas is reconstituted as the Bureau of Services. Mr. Michail Menshikov will be in charge of this Bureau. The Directors at Headquarters of the Divisions of Health, Displaced Persons and Welfare will report to Mr. Menshikov.

B. The Division dealing with Distribution in the Bureau of Areas, and the personnel and records of such Division are hereby transferred to the Bureau of Supply.

C. The Division of Staff Services and the personnel and records of such Division are hereby transferred to the Bureau of Finance and Administration.

D. The responsibility of supervising country missions formerly lodged in the Bureau of Areas has now been delegated largely to the ERO. A small unit to serve primarily as a center of reports and information relating to the countries receiving UNRRA assistance is hereby created to be known as the Office of Country Mission Affairs, which will report to the Office of the Senior Deputy Director General at Headquarters.

E. The Far Eastern Division will for the time being be in the Bureau of Services.

F. The Camps Division will be transferred to the Displaced Persons Division.

G. The functions assigned to other Divisions of the Bureau of Areas not separately referred to are hereby transferred to the Office of Country Mission Affairs.

H. The Office of the Financial Adviser is hereby transferred to the Bureau of Finance and Administration.

I. The following units of the Headquarters office will report to the Office of the Senior Deputy Director General, effective at once; The Bureaus of Supply, Finance and Administration, and of Services; the Office of Country Mission Affairs; the Chief of the Secretariat; the Office of Regional Liaison; the General Counsel; the Diplomatic Adviser; and the Director of Public Relations.

J. I have designated Mr. Roy F. Hendrickson, Deputy Director General for Supply, to be in charge of the Office of the Senior Deputy Director General to serve during Commander R. G. A. Jackson's absence as chief executive officer at Headquarters.

K. He is authorized to issue such directives as are necessary for the operation of the Headquarters office, to serve as the principal contact with the ERO, insuring that the letter and spirit of the delegation of authority to the ERO is observed and supported in day to day operations.

IV. Country Missions.

The Chiefs of the country missions will, as necessary, receive instructions from ERO, and in general it is intended that the responsibility and authority for the work of each mission is vested in its Chief.

V. General Considerations.

In order to insure orderly and expeditious administration, it is desirable to make certain points in the relationships of Headquarters, the ERO and Missions clearly understood, including:

A. The Chief of a Mission is responsible for indicating to the ERO what personnel is required for his Mission. The ERO will review such requests and act on them, requesting assistance from Headquarters as necessary, subject to the maintenance of adequate financial controls as required by II.C. above.

B. The ERO will be responsible for evaluating the needs for supervisory or advisory visits to field missions and no such visits will be made without prior consultation with the ERO. While Headquarters is free to initiate such visits as may be essential, it will advise the ERO in advance of its plans in all cases and will keep such visitations to a minimum. In order to insure complete and cooperative consideration and communications on all matters having administrative or technical significance, the ERO may designate a representative to join any visit initiated by Headquarters.

C. Country missions supervised by the ERO will make regular, and when necessary special, reports to the ERO. The ERO will specify the type and content of such reports incorporating such specific needs as Headquarters may indicate. Routine reports as specified by the ERO will be sent simultaneously to Headquarters. Any action felt to be worthy of consideration after reflection upon the reports at Headquarters shall be communicated to ERO for consideration and possible relaying to the Chief of Mission concerned. ERO will make periodic reports to Headquarters on its operations and the operations of the missions for which it is responsible.

D. The type of relationship between Headquarters and ERO envisaged by this order cannot be indicated to the last detail. Rather it is my purpose that the delegation shall be very broad, that ERO through the availability of my personal representative shall be in a position to act quickly and finally without more than general supervision from Headquarters. This general supervision will take the form of ERO requesting or receiving from Headquarters directions, suggestions, and advice, especially on matters of broad general policy; and of Headquarters seeking to assist and give service to ERO without involving itself in details.

E. Through my Headquarters office I will retain responsibility for UNRRA's policies and operations globally, delegating authority for operations as rapidly as practicable; the office will retain relationships with the Council and the Central Committee and except as otherwise assigned, relationships with contributing countries.

To: All Bureau and Division Heads, Washington
The Administrative Council, ERO, London
All Country Mission and UNRRA Office Chiefs

From: Herbert H. Lehman, Director General

I. Introduction

As UNRRA moves rapidly from the planning into the operating stage, adjustments in the distribution of responsibility and authority within the organization become necessary and desirable. Accordingly, changes to increase the effectiveness of the organization have been fully considered and are stated below, and will take effect as indicated.

I am moved, in part, to fix the responsibilities as indicated because the urgency of our work in coming months will necessitate that I be personally free to move about as the situation requires, spending part of my time at Headquarters, part at ERO, part with the Field Missions, and wherever else the need for me appears to be greatest at the time. Good administration of an emergency effort over such a vast area as our program encompasses necessitates, on the one hand, fixed responsibility at certain bases with provision for adequate continuous administration, and on the other hand, requires that the Director General be in a position to concentrate his efforts at the centers of greatest need, which are likely to change from time to time and at short notice. Such arrangements will moreover permit me as Director General to reach those overall policy decisions over which I will retain full control.

II. Delegation of responsibility and authority to the ERO.

A. Effective immediately the ERO will become the focal point for the administration of our responsibilities in Europe and the Middle East, including Ethiopia, excepting only Poland which remains a Headquarters responsibility pending the conclusion of an Agreement with that country.

The ERO will be responsible for and will direct all country missions' operations in these areas.

B. Chiefs of all country missions will report to ERO. The ERO will have responsibility for completing the planning and organization of these missions as required.

C. The ERO will establish the total needs for funds required for administrative purposes by these missions and will request an allocation of such funds from Headquarters. The ERO will, subject to appropriate fiscal controls established by Headquarters, reallocate such administrative funds among the missions, delegating to the Chief of Mission

concerned the reapportionment, as far as possible, of such funds among the various purposes and units within the mission.

D. Full responsibility is hereby delegated to the ERO for the administration of all relief and rehabilitation services and programs in Europe. With respect to displaced persons services and programs, this will include also responsibility for United Nations nationals in the Middle East, Africa and India.

E. In the case of supplies, the mission will, in order to expedite shipping and procurement, state their requirements both to the ERO and Headquarters, the former commenting thereon to Headquarters as necessary. It will be the ERO's responsibility (i) to ascertain the extent to which requirements can be met out of procurement in the area for which it has procurement responsibility, namely the United Kingdom, British Colonies, Middle East, and the Continent of Europe, and report this to Headquarters so that the overall program of requirements may be established; (ii) to execute that portion of the procurement and shipping program as finally approved under (i) above; (iii) to review from time to time the distribution of supplies actually provided by UNRRA between the various receiving countries, including for this purpose ad hoc arrangements for consultation with the receiving countries as may become necessary from time to time.

F. To insure prompt and effective action in the administration of all services and programs by the ERO, I am establishing an office of the Director General in London. I am assigning Commander R. G. A. Jackson, Senior Deputy Director General, to serve for a limited time as my personal representative in charge of this office. To him is hereby delegated full responsibility, as vested in me, for initiating, reviewing and directing plans, programs, services and operations, including authority to make such changes in organization and personnel in respect of ERO operations as may become necessary from time to time. I have informed him of those matters which I desire to be referred to me before action is finally taken.

III. Adjustments in organization at Headquarters.

To insure effective administration consistent with the points made above, certain changes in the organization at Headquarters are hereby made effective at once.

A. The Bureau of Areas is reconstituted as the Bureau of Services. Mr. Michail Menshikov will be in charge of this Bureau. The Directors at Headquarters of the Divisions of Health, Displaced Persons and Welfare will report to Mr. Menshikov.

B. The Division dealing with Distribution in the Bureau of Areas, and the personnel and records of such Division are hereby transferred to the Bureau of Supply.

C. The Division of Staff Services and the personnel and records of such Division are hereby transferred to the Bureau of Finance and Administration.

D. The responsibility of supervising country missions formerly lodged in the Bureau of Areas has now been delegated largely to the ERO. A small unit to serve primarily as a center of reports and information relating to the countries receiving UNRRA assistance is hereby created to be known as the Office of Country Mission Affairs, which will report to the Office of the Senior Deputy Director General at Headquarters.

E. The Far Eastern Division will for the time being be in the Bureau of Services.

F. The Camps Division will be transferred to the Displaced Persons Division.

G. The functions assigned to other Divisions of the Bureau of Areas not separately referred to are hereby transferred to the Office of Country Mission Affairs.

H. The Office of the Financial Adviser is hereby transferred to the Bureau of Finance and Administration.

I. The following units of the Headquarters office will report to the Office of the Senior Deputy Director General, effective at once; The Bureaus of Supply, Finance and Administration, and of Services; the Office of Country Mission Affairs; the Chief of the Secretariat; the Office of Regional Liaison; the General Counsel; the Diplomatic Adviser; and the Director of Public Relations.

J. I have designated Mr. Roy F. Hendrickson, Deputy Director General for Supply, to be in charge of the Office of the Senior Deputy Director General to serve during Commander R. G. A. Jackson's absence as chief executive officer at Headquarters.

K. He is authorized to issue such directives as are necessary for the operation of the Headquarters office, to serve as the principal contact with the ERO, insuring that the letter and spirit of the delegation of authority to the ERO is observed and supported in day to day operations.

IV. Country Missions.

The Chiefs of the country missions will, as necessary, receive instructions from ERO, and in general it is intended that the responsibility and authority for the work of each mission is vested in its Chief.

V. General Considerations.

In order to insure orderly and expeditious administration, it is desirable to make certain points in the relationships of Headquarters, the ERO and Missions clearly understood, including:

A. The Chief of a Mission is responsible for indicating to the ERO what personnel is required for his Mission. The ERO will review such requests and act on them, requesting assistance from Headquarters as necessary, subject to the maintenance of adequate financial controls as required by II.C. above.

B. The ERO will be responsible for evaluating the needs for supervisory or advisory visits to field missions and no such visits will be made without prior consultation with the ERO. While Headquarters is free to initiate such visits as may be essential, it will advise the ERO in advance of its plans in all cases and will keep such visitations to a minimum. In order to insure complete and cooperative consideration and communications on all matters having administrative or technical significance, the ERO may designate a representative to join any visit initiated by Headquarters.

C. Country missions supervised by the ERO will make regular, and when necessary special, reports to the ERO. The ERO will specify the type and content of such reports incorporating such specific needs as Headquarters may indicate. Routine reports as specified by the ERO will be sent simultaneously to Headquarters. Any action felt to be worthy of consideration after reflection upon the reports at Headquarters shall be communicated to ERO for consideration and possible relaying to the Chief of Mission concerned. ERO will make periodic reports to Headquarters on its operations and the operations of the missions for which it is responsible.

D. The type of relationship between Headquarters and ERO envisaged by this order cannot be indicated to the last detail. Rather it is my purpose that the delegation shall be very broad, that ERO through the availability of my personal representative shall be in a position to act quickly and finally without more than general supervision from Headquarters. This general supervision will take the form of ERO requesting or receiving from Headquarters directions, suggestions, and advice, especially on matters of broad general policy; and of Headquarters seeking to assist and give service to ERO without involving itself in details.

E. Through my Headquarters office I will retain responsibility for UNRRA's policies and operations globally, delegating authority for operations as rapidly as practicable; the office will retain relationships with the Council and the Central Committee and except as otherwise assigned, relationships with contributing countries.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 2 MAY/45

CROSS INDEX: 140 (HEADQUARTERS)

TO: HERBERT H. LEHMAN

FROM: M. MENSNIKOV

SUMMARY:

PROPOSED RE-ORGANIZATION OF HEADQUARTERS

RECORD FILED: 140 (HEADQUARTERS) (SECURITY FILES)

TYPIST: FWG

DATE: 11 DEC./45

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FORM AD-87
(REVISED)
(7 MAR 45)

CROSS REFERENCE SHEET

DATE: 2 MAY/45

CROSS INDEX: 140 (HEADQUARTERS)

TO: HERBERT H. LEHMAN

FROM: M. MENSHIKOV

SUMMARY:

PROPOSED RE-ORGANIZATION OF HEADQUARTERS

RECORD FILED: 140 (HEADQUARTERS) (SECURITY FILES)

TYPIST: FWG

DATE: 11 DEC./45

140

20 April 1945

To: Corrington Gill

From: Harry K. Herwitz

I suggest the following topics be discussed with Mr. Hendrickson:

1. Organizational structure arrangements made by Mr. Hendrickson in regard to Greece, Albania, Yugoslav and Middle East Missions.
2. The degree of control which should be exercised by a supervising office or Headquarters over the operations of a mission. In this connection, what papers relating to detail (as distinguished from summary statements) should be sent to either Headquarters or E.R.O. in cases in which such office is not directly involved in the transaction?
3. What reports should be required ^{of} by the Chief of Mission by the E.R.O. and Headquarters, (a) monthly statistical reports, (b) narrative reports? In this connection, what arrangements were made with Miss Jeter with reference to the statistical reporting manual and other reporting matters?
4. Area for which Middle East Mission will be responsible, (a) procurement activities, (b) displaced persons and camps.
5. How is it intended to operate the displaced persons program in Germany and Austria? Will a central operating office be set up immediately on the continent for this purpose?
6. What provisions for supplies will UNRRA be called upon to furnish the nationals of paying countries? Will Germany be called upon to furnish food for displaced persons?
7. Is it contemplated that it will be necessary to establish camps for displaced persons or will other billeting facilities be available?

HKHerwitz/lfm
20 April 1945

140

19 April 1945

TO: Richard R. Brown
FROM: M. Sokolowski *MS*
SUBJECT: Directives to Chiefs of Missions
1) Greece
2) Yugoslavia
3) Albania
4) Middle East

The Office of the Financial Adviser has no comments to make with respect to the above Directives.

FIA:CI:CI

UNITED NATIONS
RELIEF AND REHABILITATION
ADMINISTRATION

BUREAU OF AREAS
ORDER NO. 10
30 March 1945

C.H.A.

Check file

140 —
SUBJECT: (Area Responsibility for Roumania)

Effective 29 March 1945 responsibility for Area matters
regarding Roumania is assigned to the Central and Eastern
European Area Division.

X-204.3 - (Bureau of Areas Order # 10)

Form
(Revised)
(7 Mar 45)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 21 March 1945

CROSS INDEX: 440 Displaced Persons
140 (Directive) Assembly Centre

TO: Dr. Burnay

FROM: A. H. Robertson

SUMMARY: Decision on the question of legal staff for displaced persons work in Germany. That the right procedure would be for the E.R.O. to approach S.H.A.E.F., expressing the view that certain staff will be necessary to deal with legal problems arising among displaced person in Assembly Centres

RECORD FILED: Germany 643

TYPIST: mar

DATE: 7/24/45

140

12 April 1945

TO: Corrington Gill

FROM: Maurine Mulliner

SUBJECT: Matters Pending of Concern to the Administrative Analysis Division.

In preparation for my leaving, I have inventoried the materials pending at my desk and I am making this report concerning them for the information of my successor. A copy of this memorandum is being sent to the Division Chief concerned with the request that he take appropriate steps to complete the assignment or *furnish* information concerning its status.

1. Procedure within Bureau of Finance and Administration for Handling Field Appointments. In memoranda to this Division of the 6 October and 8 February a request was made for the development of an orderly procedure for handling appointment of field employees for this Bureau.

2. Centralizing Distribution of Materials at Headquarters. In a memorandum of the 27 February this Division was requested to survey the distribution of materials at headquarters for the purpose of developing a system which would be efficient and economical. It was suggested that Mr. Dean's report on communications might be supplemented to cover the distribution aspect.

3. Procedures Covering Payment for Special Physical Examination. In a memorandum of 17 March this Division was requested to work with the Health Division in developing procedures under which UNRRA would meet the additional expense connected with the second physical examination given employees at the training center.

4. Statement on Policy of Transporting Families. This assignment was made to this Division about the 1st of March

5. Procedure for Submission Review and Approval of Regional Office Budgets.

6. Classification and Enforcement of Administrative Order No. 11 "Cablegrams and Wireless Messages." At the Executive Staff Meeting on 17 March it was understood Vaughan and Herwitz would collaborate on a procedure to clarify and insure observance of this Administrative Order. A status report was requested from Mr. Herwitz by the 26 March.

7. Instructions concerning Information which should continue to be furnished to Cairo. At our Executive Staff Meeting 17 March Harris and Dayton were requested to prepare a statement defining the type of information which should continue to go to Cairo after the three Balkan Missions ceased to operate under the supervision of Cairo. These statements were to be furnished Mr. Herwitz as a basis for developing a general bulletin to be issued covering this matter. A status report was requested from Mr. Herwitz by 23 March.

8. Procedure for Furnishing Personnel Information to Administrative Services. On 24 March this Division was requested to follow through in development of procedures. In Vaughan's memorandum to Gill of 21 March, these procedures were to provide for the routine forwarding of necessary information concerning personnel actions to the Division of Administrative Services and possibly the requirement of property clearance in the case of employees leaving UNRRA before the Accounts Division would take final action on Headquarters employees' accounts.

9. ERO Organization Chart. This Division was requested about 1 April to develop for you information, and for general distribution at Headquarters, an organization chart of the ERO.

10. Critical Analysis of Reports Issued at Headquarters. In your memorandum of 6 April to Mr. Herwitz you requested a report from him concerning his plans for analyzing the reports, statistical tables and other administrative and operating tabulations which are produced and distributed at Headquarters. You also asked him for specific information concerning the "Shipping Report on Vessel L-3" prepared in the Ocean Shipping Branch which you sent to him.

cc: Harry K. Kerwitz

MMulliner:el

1410
(General)

20 March 1945

TO: Corrington Gill, Deputy Director General
FROM: John J. Corson

Here are a series of memoranda which are designed to summarize my own views as to the current organizational problems within UNRRA. In the past the Deputy Director General for Finance and Administration has been held responsible for advice on the general organization of the Administration. These, hence, are problems which you may want to study and look into.

Attachments 7 *none*

JJCorson/ojm

140

20 March 1945

TO: Corrington Gill, Deputy Director General
FROM: John J. Corson
SUBJECT: Projects that You May Wish to Develop

There are three projects which I have initiated in the past but which have not been completed. They are of a long-run character and will necessitate continuing attention. I call them to your attention with the thought that you may wish to push them ahead.

(1) We had several discussions with Messrs. Smith, Herwitz, Harris and Howell as to the more effective coordination of the staff work in the classification of jobs, analysis of administrative organization and procedures, and analysis of budgetary needs. These discussions have not been conclusive and the project should be pushed along.

(2) Mr. Herwitz has been talking about objectives and the measurement of the attainment of UNRRA's objectives. You may want to discuss this with him and see what can be done to spell out in simple and perhaps statistical terms, UNRRA's principle objectives and how periodically they can be restated along with evidence of the degree of attainment.

(3) Only recently we have, primarily through the good work of Mr. Lukas, been able to relate our accounting controls and the records of the Bureau of Supply in relation to procurement and the plans of the Bureau of Areas with respect to warehousing and distribution.

I would suggest that you may want to familiarize yourself with this material shortly and press ahead with the formulation of these agreements in an Administrative Order.

Form AD-1
(11 Sept 44)
(Revised)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 27 February 1945

CROSS INDEX NO: 140

C O N F I D E N T I A L

TO: Herbert H. Lehman

FROM: John J. Corson

FILED: ERO - 140

SUMMARY: Early operations of UNRRA will be largely in the European area and under the responsibility of the ERO. Imperative that the ERO will be organized, staffed and geographically located so as to perform its activities most efficiently.

ATTACHMENTS:

Form AD-1
(11 Sept 44)
(Revised)

els - 16/15

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 27 February 1945

CROSS INDEX NO: 140

C O N F I D E N T I A L

TO: Herbert H. Lehman
FROM: John J. Corson
FILED: 140 - Secretariat
SUMMARY: Organization, Staffing and Functioning of the Secretariat

ATTACHMENTS:

Form
(Revised)
(7 Mar 45)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 19 February 1945

CROSS INDEX: 672
140
510(criticism)

TO: State Department

FROM: John M. Allison (2nd Sec'y of Embassy, London, England)

SUMMARY: Transmitting copy of an editorial "UNRRA's Function" which appeared in the "TIMES" of 17 February, 1945.

RECORD FILED: UK 553

TYPIST: LAS

DATE: 9/14/45

26/V/45

an

Form AD-1
(11 Sept 44)
(Revised)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

CROSS REFERENCE SHEET

DATE: 17 February 1945

CROSS INDEX NO: 140

TO: William H. Stauffer

FROM: George McCandlish

FILED: Italy - 630

SUMMARY: Comments on Administrative Orders and General Policy
Statement for Italian Camps.

ATTACHMENTS:

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

8 February 1945

CROSS INDEX

140 - (Directive)

TO

Chief, UNRRA Mission in Albania

FROM

H. H. Lehman

SUMMARY

Directive relating to the purpose and scope of the UNRRA Mission to Albania; its relation to the Balkan Mission; and the powers, functions and duties of the Chief of Mission and the several officials of his office.

RECORD FILED

Albania Mission - 140 (Directive)

TYPIST

kw

DATE

31 January 1947

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

6 February 1945

CROSS INDEX

140 - (Directive)

TO

Chief, UNRRA Mission in Greece

FROM

Herbert H. Lehman

SUMMARY

Directive relating to the purpose and scope of the UNRRA Mission to Greece; and the powers, functions and duties of the Chief of Mission and the several officials of his off, also relation of UNRRA Mission to the Balkan Mission

RECORD FILED

Greece Mission - 140 (Directive)

TYPIST

kw

DATE

31 January 1947

CROSS REFERENCE SHEET

DATE

6 February 1945

CROSS INDEX

~~140 - (Directive)~~

TO

Chief, UNRRA Mission - 140 - (Directive)

FROM

Herbert H. Lehman

SUMMARY

Directive relating to the purpose and scope of the UNRRA Mission to Yugo. ; its relation to the Balkan Mission; and the powers, functions and duties of the Chief of Mission and the several officials of his office.

RECORD FILED

Yugo. - Mission - 140 - (Directive)

TYPIST

kw

DATE

31 January 1947

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

6 February 1945

CROSS INDEX

140 - (Directive)

TO

Chief, UNRRA Balkan Mission

FROM

H. H. Lehman

SUMMARY

Directive relating to the purpose and scope of the UNRRA Balkan Mission, its relation to the Country Missions, and its disestablishment.

RECORD FILED

Balkan Mission - 140 - (Directive)

TYPIST

kw

DATE

31 January 1947

History
140 - (Historical Records
Section)

25 January 1945

TO: Dr. Kuo
FROM: Grace E. Fox
SUBJECT: Statement Concerning the Historical Records
Section

At the suggestion of Miss Harrell I am sending you here-
with a brief statement of the objectives and procedures
of the Historical Records Section as I believe they should
be established.

X-212.2
X-158-

HISTORICAL RECORDS SECTION

I. Objectives

The Historical Records Section of UNRRA has the following aims:

1. To write an objective history of UNRRA during the life of UNRRA which should be ready for publication shortly after the liquidation of the Administration. This history should be a two volume work of approximately 750,000 words, with appendices of major documents issued and sold separately. It should be a descriptive analysis of UNRRA's administrative policy and operations, aimed to meet the needs of an inquiring public and to be a blueprint for international operating agencies of the future.
2. To make sections of this history during the course of its preparation available to the Administration, sections which, as reviews of recent policy, may be of use in the formation of future policy.

II. Procedures

1. The writing of the history of UNRRA involves:
 - A. The collection, organization and critical analysis of the records of UNRRA at Headquarters, in the regional offices and in the field missions.
 - B. The accumulation of background material bearing on the relief program in the field missions.
 - C. The search for missing evidence.
 - D. Interviews with persons whose first-hand knowledge of UNRRA's work can supplement the documents.
 - E. The writing of the narrative itself.
2. Organization of the work
 - A. In the regional offices and field missions

Given the decentralized nature of UNRRA and its world-wide scale of operations, Headquarters should delegate to each regional office the above responsibilities for the preparation of the first narrative of the history of the office and its respective field missions in accordance with the general plan and standards established by Headquarters.

In the development of a central plan for the history of UNRRA it will probably be necessary for a member of the Historical Records Section at Headquarters to visit the regional offices and some field missions during the course of their operation.

As each mission is liquidated the narrative of its history should be completed and sent to the regional office, where it will be integrated with the history of that office and sent to Headquarters.

B. At Headquarters

The administrative history of each bureau and functional division at Headquarters, as well as the history of major policies which involve the work of several bureaus, should be written separately at first. The historian should delegate the writing of some of these sections to well-trained assistants, while handling others herself.

The over-all history of UNRRA should be written at Headquarters. Here the regional histories will be integrated with the history of the Central Administration to make a general compact picture of the experience of UNRRA.

III. Personnel

1. Staff required

A. At Headquarters

An initial minimum staff of one historian, two competent professional assistants, one secretary

B. In each regional office

One historian, one assistant, one secretary

C. In field missions

A member of the reports office in each field mission, primarily responsible for the history of the mission.

2. Selection of personnel

There should be constant consultation between Headquarters and regional offices regarding the persons to be appointed to do historical work in these offices and their field missions. It is essential that with a small staff, persons of professional training and experience in historical methods and writing should be appointed.

Done E. Fox

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

2 January 1945

CROSS INDEX

140 (Headquarters)

TO

M. M. Menshikov

FROM

Wm. G. Welk

SUMMARY

Mr. Corson's memoranda on "Proposed division of responsibility as between Headquarters and ERO" and "Organization of ERO".

RECORD FILED

ERO - 140

TYPIST

kw

DATE

28 October 1946

~~Adm~~

~~Secretariat~~

1240 - Historical Records

K

4 January 1945

Section

TO: Dr. Kuo

FROM: Grace E. Fox

SUBJECT: QUESTIONS PERTAINING TO THE HISTORICAL RECORDS SECTION IN THE PROPOSED ADMINISTRATIVE REORGANIZATION

Recent changes and proposed changes in the general administrative and financial policy of UNRRA raise many questions pertaining to arrangements for the preservation and analysis of UNRRA's records and the eventual preparation of its history. In the setting up of a new order it seems desirable to clarify the record program. It must be determined now whether the history of UNRRA is to be based on whatever records may be available, or whether some systematic plan for a complete recording of UNRRA's policy and operations can be put into force at the beginning of operations, with a view to avoiding the usual gaps in evidence which the historian of the past has to accept. It is also necessary at this time to decide whether the history of UNRRA's experience should be written in different parts of the world in the course of its operations, with a view to the integration of these various narratives in one general history, to be published at Headquarters shortly after the completion of UNRRA's work, or whether the writing of the history of operations abroad must be postponed until the work abroad is completed, and the Historian at Headquarters is able to make use of the records accumulated abroad, and add that history to the history now in progress at Headquarters. No acceptable history can be prepared from mere digests and general reports sent in from Field and Regional Offices. The official history must be based on the primary records of the life of UNRRA.

The memoranda on the European Regional Office presented by Director General Lehman and Mr. Corson, coming after the recent administrative policies in regard to the Balkans, bring the following problems into focus:

I. THE RELATIONSHIP OF THE HISTORICAL RECORDS SECTION AT HEADQUARTERS TO THE EUROPEAN REGIONAL OFFICE AND ITS RESPECTIVE FIELD MISSIONS.

Plans for the history of UNRRA are not mentioned in Governor Lehman's two memoranda. Such plans as may be made should, however, involve the general policies mentioned in Section III(d)

✓ X - 150

of the memorandum on the Organization of the European Regional Office. It follows that the Director General would delegate to the Historical Records Section at Headquarters the "technical direction of the global records program". If these assumptions be correct, what is the meaning of "technical direction" in connection with the establishment and maintenance of uniform over-all standards for the preparation, preservation, and analysis of UNRRA's records?

The historical records work has, in the past, been handled by the Reports Section of the Secretariat in the European Regional Office. In the proposed reorganization it is perhaps included in Section III A (b), page 3 of Governor Lehman's memorandum of 18 December, which deals with "machinery for the control and distribution of papers and correspondence". The memorandum recommends the complete delegation of such matters to the European Regional Office. This would seem to conflict with the earlier statement regarding general policies. Was it thus intended that the historical records work in London should be totally divorced from the direction of the corresponding Section at Headquarters? If not, what forms may the direction from Headquarters take?

1. Can the Historian in Washington assume that the present Reports Section in London now assigned to handle historical records is competent to undertake the writing of the history of the Regional Office, and its Field Missions? If the answer is affirmative
2. May the Historian suggest standards for the selection of records personnel, both in the Regional Office and in the Field Missions?
3. May the Historian at Headquarters suggest standards for the selection and use of materials in the interest of uniformity, so that the work done in London may easily be integrated with the work in Washington with the hope of having a history of UNRRA ready for publication shortly after the liquidation of UNRRA?
4. In the records, reports, and background materials required by the memorandum from the European Regional Office and its Field Missions, may the Historian have some part in determining the nature and form of these records, and if so, through what channels may this be accomplished?

5. Will the system established for the European Regional Office become the pattern for other Regional Offices which may become necessary? If so, would it not be desirable to provide a trained historian for the direction of the records work in each Regional Office?

II. THE RELATIONSHIP OF THE HISTORICAL RECORDS SECTION AT HEAD- QUARTERS TO THE BALKAN COUNTRY MISSIONS

Here a survey of uncompleted policy must be given. The Historian's letter to Mr. Roseman recommending Miss Elizabeth Simeon for the historical records work in the Balkan Mission, which Miss Simeon took with her to Cairo on the 11 October, has never been followed by the promised budget provision and the full job description for the proposed work. Repeated efforts of the Historian to send a letter to Sir William Matthews, incorporating such provisions, all failed. It was thought in the South-eastern European Division of the Bureau of Areas that this letter should follow a cable sent out by them, which would establish a reports office in the office of each Country Mission Chief, where a reports officer independent of the Financial Advisor would be responsible for the current and historical records work. Since this cable contained other provisions of a controversial character, it has never been sent. Hence the letter to Sir William Matthews has never been signed in the Bureau of Areas. In the meantime cables liquidating the overall Balkan Mission¹, establishing a lump budget for the Country Missions², and recommending a budget allotment³ for the first quarter of 1945 have gone forward. In the allotment cable no mention is made of intelligence or reports officers or of records, owing to the fact, perhaps, that no breakdown was made in the budget provision for the Office of the Chief of Mission. From these cables it still seems clear that the Balkan Country Missions will report directly to Washington Headquarters from 1 January 1945 through the military period. It is, therefore, necessary in the interest of regular current information, as well as the long-term historical picture, that Headquarters send out as soon as possible recommendations to each mission chief for a general record program to be uniformly applied in these areas. Such a program should involve the clarification of the following:

1. The position and duties of the persons responsible for the records work in the country mission.

1. No. 1058 to London, 4 December 1944
2. No. 1081 to London, 9 December 1944
3. No. A-22 to Cairo, 9 December 1944

2. The qualifications necessary for this work.
3. The people at Headquarters who should be consulted in the selection of such personnel, and who shall be in a subsequent advisory relationship to them.
4. The type of records and reports needed for current and historical purposes at Headquarters, e.g. statistical reports, reports of special local problems, local background materials pertaining to the relief program, a chronological record of the Mission, such as a confidential diary kept in the Office of the Chief of the Mission.
5. Arrangements for the preservation of all primary records of the Mission from its inception until its liquidation, e.g. accurate minutes of central and divisional staff meetings, memoranda of important interviews and group conversations with local officials, inter-office and general correspondence.
6. A definition of record programs for the camps in the Balkan Area, and the relationship between the Camp Reports Officers and those of the respective Country Mission.

III. THE RELATIONSHIP OF THE HISTORICAL RECORDS SECTION AT HEADQUARTERS TO AREA OFFICES NOW BEING ESTABLISHED IN THE FAR EAST

The Historian has had the opportunity to talk with Mr. Gaines and Mr. Kizer before they left for Sydney and Chungking, and to stress the need for the maintenance of accurate records of the Area Offices from their inception. Given the small staff with which these offices are beginning, the question arises, to whom may be delegated the responsibility for:

1. Checking and preserving the primary records of the Office and writing general and specific reports on its progress and problems?
2. Is the Historian at Headquarters permitted to give any type of guidance in the interest of establishing uniform standards for the preparation and use of the records of these areas?
3. Will there be any person assigned to write the history of these areas as it develops, or must the Historian plan to write it from the records collected in these offices when they are eventually returned to Headquarters?

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

29 December 1944

CROSS INDEX

140 (Headquarters)

TO

J. P. Harris, B. L. Gladieux, Harry Herwitz, Harry Knight
M. C. McIntosh, D. B. Vaughan

FROM

J. J. Corson

SUMMARY

Review and analysis of the memorandum "Organization of the ERO", and the memorandum "Proposed Division of responsibility as between ERO and Headquarters"

RECORD FILED

ERO - 140

TYPIST

kw

DATE

29 October 1946

140 8
Draft #1
Xanthaky/tep
15 December 1944

UNRRA is an international administration created by forty four united nations. All of its members have subscribed to the policy that at no time shall relief and rehabilitation supplies be used as a political weapon and that no discrimination shall be made in the distribution of relief supplies because of race, creed, or political belief.

That mandate has been and will be scrupulously observed. UNRRA is not and never will be interested in politics.

Under the charter which created UNRRA and by the unanimous agreement of all of its member governments, UNRRA cannot function in a liberated area during the period of military control, except at the request of the military authorities, and for such purposes and subject to such control as the military command may find necessary.

UNRRA entered Greece during the military period under a specific agreement with the Allied Military Command. At the present moment, the military has sole responsibility for every aspect of the distribution of relief supplies. UNRRA is not functioning in Greece as an organization although substantial UNRRA staff has been assisting the military in relief operations. However, the agreement between UNRRA and the military specifically provides that

"At all stages, distribution of relief supplies, whether carried out by a military organization or by UNRRA, will be made without distinction of race, creed or politics, and will be solely on the basis of the needs of the beneficiaries. Military directives will be such as to ensure compliance with this policy."

Up to this moment, I have received no word from Mr. Laird Archer, Chief of the Greek Mission or from any other source that there has been any discrimination in the distribution of relief supplies by the military authorities in Greece. I had no previous knowledge of the newspaper statement made by Mr. Archer.

In order that I may have a full and complete report on every aspect of the situation, I have recalled Mr. Laird Archer from Greece and have requested Neville Miller, Senior Deputy Chief of the Balkan Mission, to proceed immediately to Athens where he will serve as the Acting Chief of the UNRRA-Greek Mission.

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

23 November 1944

CROSS INDEX

140 - (Clothing Textile & Footwear Div., Responsibility)

TO

UNRRA

FROM

Roy F. Hendrickson

SUMMARY

Internal organization of the Bureau of Supply - Allocation and distribution of contributed clothing.

RECORD FILED

204.3

TYPIST

kw

DATE

18 November 1946

16 November 1944

140 (Functions Historical Records Section)

TO: P. W. Kuo

FROM: Grace E. Fox *G. E. F.*

SUBJECT: Functions of the Historical Records Section as
Outlined for Budget Discussion

Here is the list of functions which I have discussed
with Mr. McRae.

Attachment 1

GEFox/cmn
16 Nov 44

X-150

Functions of the Historical Records Section

A. Preparation for writing UNRRA's history

Collection of records at Headquarters

1. routing arrangements with UNRRA staff;
2. interviews therefor
2. copying, indexing, filing of materials
3. housing of archival materials
4. interviews with UNRRA staff
5. contacts with Member Governments
6. contacts with and research in the Department of State, Carnegie Foundation, Library of Congress, private relief agencies, Hoover Library
7. research in Central Files & Divisional files
8. survey of press materials and materials of other postwar reconstruction plans related to UNRRA's effort, e.g., Commission on a Just and Durable Peace, Commission to Study the Organization of Peace
9. cooperation with Committee on Records of War Administration of the U. S. Bureau of the Budget regarding plans for the history of World War II.

Arrangements for collection of records in Regional Offices and Field Missions

10. suggesting appointment of personnel
11. interviewing personnel, whenever possible, before overseas assignment
12. correspondence with personnel appointed regarding policy and plans, exchange of information and reports

B. Writing of UNRRA's history

13. writing of sections to be incorporated into final history, e.g., early history of UNRRA, administrative history of each Division at Headquarters; studies of specific operations such as camps, Italian Mission;; studies of relations with Member Governments
14. coordination of studies made at Headquarters, Regional Offices, and Field Missions
15. writing at request of UNRRA staff, e.g., studies of other relief agencies, specific phases of UNRRA's history which have immediate bearing on UNRRA's policy

adm.
adm. Services
140 (adm. Services)
11 November 1944

To: Mr. Harry Herwitz
From: John J. Corson
Subject: Discussion re activities of Administrative Analysis Division
to 1 January.

We discussed today with Mr. Gladioux the activities of the Administrative Analysis Division during the next two months while I will be away.

1. I am particularly anxious that you should complete and circulate the functional chart of the administration of the Headquarters Staff of UNRRA.
2. Similarly, I am anxious that we should complete and circulate the Administrative Order defining the functions of each Division of the Bureau of Finance and Administration. This order, however, should be circulated with a view to its thoroughgoing analysis with each Division during my absence, with a view to a revision of the document by the time I have returned.
3. I hope you will push ahead with Miss Jeter to complete the statistical reporting program and the development of an over-all reporting system from the Missions. This will include the development of an Administrative Order as soon as practicable assigning the responsibility for the subsequent receipt and analysis of these reports.
4. I hope you can complete in the near future the first drafts of statements of the functions of each of the functional divisions and circulate these for general comment. If concurrence can be reached, I would urge that these be issued.
5. I am interested in your suggestion of a statement of periodic summary reporting on the objectives of UNRRA. I would be glad to have you develop this as fully as you can during my absence. I think it may preferably be developed in relation to the monthly reporting system of the Headquarters Divisions and Bureaus.
6. We discussed the addition of a member to your staff and I authorized you, subject to Mr. Gladioux's concurrence, to proceed with the appointment of an Assistant Chief. I emphasized that it is important to develop a staff which is adequate to carry on the increasing job of the Administrative Analysis Division. To date, we have only a single staff member.

cc-Mr. Gladioux
JJC:Corson/vc

9 November 1944

TO: Governor Lehman

FROM: M. Menchikov

SUBJECT: Organizational Relationships

I have read your memorandum of 4 November with a good deal of interest. I have known of your wishes to decentralize administration of field operations through the regional offices, and have for the past months been considering means whereby this could best be achieved. I have held preliminary discussions on this subject with a good many members of your staff, including Mr. Jackson and Mr. Corson; inextricably bound up with the problem of decentralization from the point of view of the Bureau of Areas was the problem of functions and responsibilities of the Bureau of Areas. I am convinced that your wishes for decentralization can only be met through sound administrative practice with a clear definition of the responsibilities of the Bureau of Areas. I realize that there is no time now to go into this problem before your departure for London, but I shall make available to you the documents which we have been considering with the hope that in the course of your trip you may have an opportunity to examine them so that upon your return a full decision on this problem can be reached.

In the meantime, in order that there be no misunderstanding or confusion at Headquarters, I would suggest that certain clarifications of your memorandum of 4 November be made before your departure:

I. Page 1, unnumbered second paragraph, sentence 2

In addition to the need for a continued and substantial effort to define responsibilities which can be delegated it will be equally important for each Headquarters division and bureau to give consideration to the timing of such delegation of functions. Without proper timing I believe both the Headquarters and the European Regional Office personnel and programs will suffer.

Paragraph 1

The first sentence might lead to some confusion in that it states that the European Regional Office "is responsible for the direction and supervision of the day-by-day operations now assigned and subsequently assigned". This sentence could well be interpreted to give the

European Regional Office direction and supervision of functions in areas not yet delegated to London but being performed at Headquarters. It would be helpful if the areas referred to in sentence 1 were specifically stated, for as I understand it the areas referred to in the first sentence of the paragraph are France, Belgium, Luxembourg, Holland, Denmark and Norway.

Direction and supervision of operations in Eastern Europe (the USSR, Poland, Czechoslovakia), the Balkans (Greece, Yugoslavia, Albania) and Italy, for the time being (until the delegation is made by Headquarters to the Regional Office) remains with Headquarters and is effected through the Bureau of Areas.

From this paragraph responsibility for the direction and supervision of operations in enemy countries (Germany, Austria, etc.) is not clear. Following your conversations in London, particularly with Mr. Hoehlor, this question could be profitably discussed at Headquarters. I hope that no final decisions will be made in London before this discussion does take place.

With regard to the functions which will be delegated on your behalf to the European Regional Office I will submit for your approval before you leave for London a definition of those functions which can profitably be delegated to the European Regional Office.

III. Paragraph 2

I have no particular objection at this time to the substance of this paragraph. I think, however, that it may be well to make it clear that reports, cables, and other communications received from the European Regional Office, or sent to it, that refer to area operations must be passed on to, or cleared with, the Bureau of Areas. It is our feeling that all communications should be received and dispatched through one central control.

In addition, it also should be known that any instructions affecting area operations (planning, the organization of missions, etc.) that are given to the European Regional Office by telephone should be cleared with the Bureau of Areas before these conversations are held. At present on many occasions we have been informed of the substance and conclusions of telephone conversations with the European Regional Office only after they have taken place.

IV. Paragraph 3

In so far as the direction of operations is concerned, the comments which I made under paragraph 1 are equally applicable here. As you know, with regard to the selection of field personnel, the Bureau of Areas has had a considerable number of budget lines assigned to it for recruitment, and, therefore, the statement, in so far as it

eliminates the right of the Bureau of Areas to select personnel appropriately within its jurisdiction, is not wholly accurate. The Bureau of Areas should continue to have a responsibility for the selection of personnel at the top administrative level, in the field of distribution, the camps administration and the clerical staff.

I understand that it is your intention to have the Bureau of Areas continue to be generally responsible for the organization of the field missions.

With regard to the review and consideration of proposals from the European Regional Office by the Bureau of Areas, I understand that the Office for Regional Liaison has both the responsibility and the obligation to channel to the Bureau of Areas all problems affecting area operations referred by the London Regional Office, including problems of camp management, organization of field missions, appointment of top personnel, development of budgets, planning and programming for operations, etc. In this regard the Office for Regional Liaison is a channel. I shall submit for your approval, prior to your departure for London, a list of those materials which we shall expect to receive from the European Regional Office for reviewing here before their submission for your approval.

V. Paragraph 4

I quite frankly do not see the need for this paragraph, for it is a general presumption by everybody that all UNRRA personnel, whether in the field, in London, or at Headquarters, do their job on the basis of a knowledge and understanding required with reference to the particular job. Mere close physical proximity to an area operation is no guarantee that conclusions based on that proximity are more sound than views based on other equally important types of research, intelligence, general knowledge and specific experience in European affairs. It would be unfortunate if this paragraph were interpreted as limiting the right of the Headquarters staff to criticize or place before you suggestions and modifications for your approval. If this were so, the right of the Director General to which you refer in paragraph 5 of "direction and review" would be greatly reduced.

VI. Paragraph 5

In addition to the responsibility of the European Regional Office to submit to you only new questions of policy, it may be important to indicate that this is in addition to the materials which are required in order to enable Headquarters to assist you in the direction and review of the European Regional Office. In particular,

I have in mind the list of materials which we will expect from the European Regional Office, to which I have already referred in Paragraph IV..

Concerning your last sentence in paragraph 5, since you have assigned to me responsibilities for the Bureau of Areas, it is, I believe, correct to assume that, in so far as questions of area operations are concerned, I can expect that, as a general practice, you will consult with me before decisions are made by you.

VII. Page 3 - Unnumbered Second Paragraph


In regard to Mr. Corson's memorandum and the numerous discussions which have taken place since its issuance, I feel that I must express my feelings that the whole approach to defining the Bureau of Areas responsibilities has been negative.

I have hoped that we might develop memoranda and directives which would indicate in a positive manner what are the Bureau of Areas authorities and responsibilities - not the emphasis on specifying what it ought not to do. I am convinced that I, as head of the Bureau of Areas, and the staff which I have assembled, are entitled to greater clarification as to the job we are supposed to do. Such clarification on a positive basis would, in my judgment, go far in improving the relationships between divisions and would decidedly improve morale among all UNRRA employees.

I have examined again the documents referred to in sub-paragraph "a" and believe that, in the light of changed situations, they will require some modification.

VIII. Page 3 - Unnumbered Third Paragraph

Your observations in London will no doubt result in many suggestions for modifications in organization and relationships. I believe that I shall be consulted before any final decision is made on any basic change in the present organization of the Bureau of Areas and its relations with other bureaus and with the European Regional Office.



- I. Delegation by the Bureau of Area Operations in Washington to Department of Area Operations in London of responsibilities affecting area operations.

The following functions, responsibilities, and authority are hereby delegated to the Department of Areas in the European Regional Office for France, Belgium, Holland, Luxembourg, Denmark, and Norway:

1. The initial development of an integrated plan of operation for each area, including in collaboration with other organizational units, relations with governments and outside agencies within the area affecting the development of such plans, and the assembly and analysis of data related to such plans.
2. Initial development of plans and programs relating to distribution, inland transportation, and camp management, and the provision of services in these fields to missions.
3. Immediate direction and supervision of field operations. This includes the preparation of mission budgets for approval by Headquarters, the receipt of reports, the handling of communications to and from missions, the provision of services in so far as these can be provided from the Regional Office, and the formation of missions. It also includes participation in the nomination and review of personnel to be recruited by the European Regional Office for field missions.
4. The Bureau of Area Operations will provide the Department of Area Operations with the information on all current developments at Headquarters affecting the Department of Area Operations' own responsibilities, and will send to the Department regularly the monthly reports of the Bureau to the Director General.

II. Reports and Materials
Required by the Bureau
of Area Operations in
Washington from the
Department of Areas

The Department of Areas shall provide the Bureau of Areas with the following:

1. Submit area programs, field mission budgets, candidates for top positions for field missions to Headquarters for review by the Bureau of Area Operations and approval by the Director General.
2. Submit all new policy matters for decision by Headquarters.
3. Send to the Bureau of Area Operations copies of memoranda; drafts of the agreements with European countries; minutes or notes of negotiations with the representatives of the Governments affecting area operations; instructions to the chief of the field mission; and other information as requested by the Bureau of Area Operations.
4. Make satisfactory provision for the observation of operations in the field by members of the staff of Headquarters.

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

3 November 1944

CROSS INDEX

401

140

TO

Director General

FROM

John J. Corson

SUMMARY

**Recommendations on Personnel and Training to the European
Regional Office**

RECORD FILED

ERO - 140 (Personnel and Training)

TYPIST

et

DATE

5/4/48

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

1 November 1944

CROSS INDEX

140 (Historical Records Section)

TO

P. W. Kuo

FROM

G. E. Fox

SUMMARY

Materials furnished the European Regional Office

RECORD FILED

150

TYPIST

kw

DATE

22 May 1947

140
1 November 1944

TO: John Corson
FROM: H. E. Caustin

There are a number of minor administrative matters which need to be taken care of prior to the Deputy General's departure. The following list covers the main points which occur to me and I have added one or two suggestions as to the action which seems desirable.

1. Nomination of a Deputy Director General "in charge" of "Headquarters", and determination of his authority in respect of
 - (a) Budgets, allotments, appointments above \$7,000. etc.
 - (b) Correspondence with member governments, congressmen, Mission Chiefs, (confidential reports, etc.).
 - (c) Relations to other Deputy Director Generals and Directors.
2. Telegrams. The style of telegrams "UNHRA from Lehman" might be changed; behind this formal change there is the more substantial question of whether Headquarters continues to deal with issues such as those now handled here, or whether Mission Chiefs should be instructed to repeat all important telegrams to London "for Lehman" and Headquarters should also repeat all its important telegrams to London in order that the Governor may continue to be fully informed as to both questions raised and the answers given. In this way he would have an opportunity to comment upon any decisions reached by the Headquarters Office. Admittedly this arrangement is extremely cumbersome but it may be necessary if the Director General intends to keep in close touch with all the important issues.
3. Reports. It would seem desirable to set up some effective arrangement for the periodic reporting to the Director General upon events at Headquarters and I assume that you in turn would wish to be kept informed very closely as to the course of the Director General's negotiations in London, both inside and outside ERO. I shall endeavor, in addition to such official reports, to provide you with a weekly letter to fill in some part of the background. The minor point about such correspondence, both official and informal, is whether it should be routed via the Executive Secretary and ORL or sent directly.

*
X-270-
X-500
X-211.4-(Telegrams)

4. I have suggested to Mr. Salisbury that he consider the question of press release on the Governor's departure and that it would indicate to EMO his views regarding the return flow of information on the Governor's movements. His draft press release is attached.

In view of the current pressure on office space, I can see no good reason for rooms 513 to 521 remaining vacant. Possibly Administrative Services can make some use of them. Whether this is done or not, I would like to leave with you the key to the filing cabinet in which I keep such of the Governor's papers as he wishes to have kept privately.

In addition to the suggestion I have made elsewhere that the Director General's secretary might be used in the office of the Deputy Director General in charge of the Washington Office, I would suggest that someone might be designated to receive telephone inquiries and visitors. Most of this would probably be handled by the secretary but if e.g., Mr. Lacy could be made responsible, this would avoid any delay.

Attachment
DG/Caustlin/gc

140 (adm)
Xm

23 October 1944

To: Herbert H. Lehman, Director General

From: John J. Corson, Deputy Director General

Subject: Amplification of my memorandum of 30 September relative to "Necessity for immediate steps toward eliminating major administrative weaknesses."

You and I have discussed the memorandum referred to above. I realize that you have had little time to analyze the five proposals it contains. In order, however, to make them more precise and to facilitate your consideration of them, I would like to add the following supplementary statements.

I suggested that we take positive steps to eliminate five weaknesses in our present organizational structure:

1. The first of these had to do with the reorganization of the European Regional Office. In a separate memorandum entitled "Organization of the European Regional Office," I have spelled out more precisely the suggestion I made in my memorandum of 30 September. I hope that we may be able to discuss that proposal before you leave for London. Whatever changes are to be made and some seem essential, I should think it would be advisable to have the best persons we can marshal from here go to London and work with the staff there in revising the organization and reviewing the budget under which that Office is now operating.
2. My second suggestion was that the responsibilities of the Bureau of Areas at Headquarters be redefined and its functions limited and reassigned. As a basis for your consideration of this suggestion, I am attaching the accompanying chart which enumerates these functions and suggests alternative assignments. This you may find useful as background for your discussion with Mr. Menshikov.
3. My third suggestion was that we should attempt "to consolidate some of the numerous offices reporting to the Director General." This proposal will be reduced to the extent that we meet the fifth suggestion included in my memorandum of 30 September, i.e., the provision of an "Executive Officer" to carry out your policies and

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
WASHINGTON 25, D. C.

CENTRAL REGISTRY

OUT-CHARGE FORM

3C

Date 25/3/47

File No.

140 Mission Rundown Planning

Subject

To London 30942

Control No.

Letter, memorandum, telegram, cables, last date

22/2/47

Requested by

Extension

431

For

Miss Brotman

Division

Personnel

Room No.

924

Searcher

ED

23 October 1944

plans. However, we must still consider what re-assignments should be made, particularly in the Office of the Diplomatic Adviser, the Secretariat and the Office of Regional Liaison.

4. My fourth suggestion was that the Secretariat must be built up in the months immediately ahead to insure that it can carry its full responsibility at the Third Session of the Council. Its functions have been most precisely set forth in Administrative Order No. 26 which was issued on 14 September. In addition, the extra functions involved in the management of semi-annual Sessions of the Council must be recognized. These are important and are functions necessitating an administrative effectiveness which the Secretariat must develop. I suggest again that you discuss this matter frankly and fully with Dr. Rue and evaluate with him the effectiveness of the several members of his staff to perform the tasks involved.
5. My fifth suggestion was that there be established within UNRRA an "Executive Officer," an official who will be responsible for persistently following through on the plans that are developed. This need can be met by
 - (a) the selection of a Senior Deputy Director General for the Washington Office, perhaps in addition to a Senior Deputy Director General in London. Or it can be met by
 - (b) the establishment of a new office as Executive Officer.

If you choose either of these courses you may wish to consider the availability of Mr. Valentin Bougas, whose biography I have sent you, and Herbert Emmerich, now Associate Director of the Public Administration Clearing House in Chicago and formerly Commissioner of the Federal Public Housing Authority.

I repeat these suggestions with these additional comments in the hope that they may facilitate your consideration of what seem to me to be extremely important problems. I hope that you will find them helpful.

Attachment

JJCorson/vc

14 October 1944

To: Mr. Gladieux

From: L. Leonard

I understand that Mr. Menshikov sent to you Corson's memorandum on the transfer of Field Services to Corson's Bureau, with the request that you contact Mr. Brown, Mr. Hammer, and myself and present Mr. Menshikov with our views. You have my memorandum to Mr. Corson on this subject.

Apparently Mr. Corson is very anxious to move ahead on this, and, in order for us not to be presented with a fait accompli, it would be most desirable if we could get our views before Mr. Menshikov today. Mine are already formulated, and I plan to talk to Mr. Brown and Mr. Hammer today concerning their views. Would you prefer that I place these directly before Mr. Menshikov, or will you have the opportunity to go over them?

LLeonard:gm

Adm. Sec. Gen.
140
4 November 1944

TO: H. E. Caustin
FROM: Maurine Mulliner
SUBJECT: Report covering several points raised by you relative to the Director General's visit to the European Regional Office.

In order that we can both see where we stand with respect to several suggestions or inquiries which you have made, I thought it best to refer to them by memorandum in the following fashion.

A. Memorandum to Corson 28-10-44.

1. Transfer of staff.

- (a) Miss Shannon is working on the transfer of Lewis, Servison, Caldwell, Conroy, Steckel and Sims. The only one for whom definite arrangements have been made is Steckel who is transferring to the Bureau of Supply.
- (b) Following our telephone conversation today you were going to let Miss Shannon know about communicating with Mr. Hendrickson regarding his needs as Acting Director General.

2. Space and Equipment.

Mr. Lawson is developing a preliminary plan for reassigning such rooms as are feasible. Upon receipt of this memorandum, and in accordance with a conversation we have had he will get in touch with you to discuss his suggestions in the light of your current information regarding the length of the Director General's absence.

B. Memorandum to Corson 1-11-44.

1. Nomination and delegation of authority to Acting Director General.

Mr. Corson assumes that the Director General will want to arrange these matters along lines suitable to Mr. Hendrickson and himself.

2. Telegrams.

Mr. Lawson has been requested to plan for the duplication to London of such telegrams as the Director General and Mr. Hendrickson decide upon. *A draft plan will be discussed with you by Lawson.*

X-ERO-270.1-(visit-Lehman)

4 November 1944

3. Reports.

Mr. Gerson expects that Mr. Hendrickson will work out with the Director General and the Office of Regional Liaison, an arrangement for periodic reporting to the Director General.

4. Press Releases.

I understand the Press Release concerning the Director General's departure to London has been worked out with Mr. Salisbury.

C. Memorandum to Miss Mulliner of 1-11-44.

1. Unless the office of Sr. Deputy Director General is abolished, it seems to me his files should be kept complete insofar as policy materials and Administrative Orders are concerned. I believe your suggestion that Mrs. Lewis might continue to handle such papers is the most practical one, for such times as the Sr. Deputy Director General's office is not occupied.

2. Forwarding of Materials to London.

I would expect that the Office of Regional Liaison would work out with Mr. Hendrickson arrangements for insuring that appropriate information and materials are furnished to the Director General in London.

c.c. Lawson
Harris

Mulliner:CC

M. M.

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

12 October 1944

CROSS INDEX

140 - (Requests & allocations coordination Br., Estab. of)

TO

UNRRA

FROM

Roy F. Hendrickson

SUMMARY

Internal organization of the Bureau of Supply

RECORD FILED

204.3

TYPIST

kw

DATE

18 November 1946

Edm. Gerson
7 Dec 5
140

9 October 1944

To: Herbert H. Lehman, Director General

From: John J. Gerson, Deputy Director General

Subject: Amplification of my memorandum of 30 September relative to
"Necessity for immediate steps toward eliminating major
administrative weaknesses"

You and I have discussed the memorandum referred to above. I realize that you have not had time to analyze the five proposals it contains. In order, however, to make them more precise and to facilitate your consideration of them, I would like to add the following supplementary statements.

I suggested that we take positive steps to eliminate five weaknesses in our present organizational structure:

1. The first of these had to do with the reorganization of the European Regional Office. In a separate memorandum entitled "Organization of the European Regional Office" I have spelled out more precisely the suggestion I made in my memorandum of 30 September. I hope that we may be able to discuss that proposal. You are considering at the moment the availability of one individual who may serve as Senior Deputy Director General. A further person meriting consideration has been recommended to me; his name is Valentin Bougas. He is recommended as an outstanding internationalist and a very effective administrator. When these steps are taken, and even more important, if alternative steps are taken, it seems to me essential that we have the best persons we can marshal from here go to London and work with the staff there in revising the organization and reviewing the budget under which that Office is now operating.
2. My second suggestion was that the responsibilities of the Bureau of Areas at Headquarters be redefined and its functions limited and reassigned. As a basis for your consideration of this suggestion I am attaching the accompanying chart which enumerates these functions and suggests alternative assignments.
3. My third suggestion was that we should attempt "to consolidate some of the numerous offices reporting to the Director General". This proposal will be reduced to the extent that we meet the fifth suggestion included in my memorandum of 30 September, i.e., the provision of an "Executive Officer" to carry out your

9 October 1944

policies and plans. However, we must still consider what reassignments should be made, particularly in the Office of the Diplomatic Adviser, the Secretariat and the Office of Regional Liaison.

4. My fourth suggestion was that the Secretariat must be built up in the months immediately ahead to insure that it can carry its full responsibility at the Third Session of the Council. Its functions have been most precisely set forth in Administrative Order No. 26 which was issued on 14 September. In addition the extra functions involved in the management of semi-annual Sessions of the Council must be recognized. These are important and are functions necessitating an administrative effectiveness, which the Secretariat must develop. I suggest again that you discuss this matter frankly and fully with Dr. Kuo and evaluate with him the effectiveness of the several members of his staff to perform the tasks involved.
5. My fifth suggestion was that there be established within UNRRA an "Executive Officer", an official who will be responsible for persistently following through on the plans that are developed. This need can be met by
 - (a) the selection of a Senior Deputy Director General for the Washington Office, perhaps in addition to a Senior Deputy Director General in London. Or it can be met by
 - (b) the establishment of a new office as Executive Officer.

If you choose either of these courses you may wish to consider the availability of Mr. Bougas, previously referred to, and Herbert Emmerich, now Associate Director of the Public Administration Clearing House in Chicago and formerly Commissioner of the Federal Public Housing Authority. A third alternative which Sir Arthur mentioned is that the Deputy Director General of Finance and Administration be assigned this responsibility in addition to present responsibilities; this alternative I know you agree should be thought through very thoroughly before it is accepted.

I repeat these suggestions with these additional comments in the hope that they may facilitate your consideration of what seem to me to be extremely important problems. I hope that you will find them helpful.

Attachment

M. M.

JJCorson:hh

Adm. - Wm. Sec.

140 Responsibility - Proc. + Property Section
R-7

7 October 1944

To: G. W. Lawson

From: Ray A. Tull

The responsibilities of the Procurement and Property Section are the following:

Procurement Unit

1. Equipment, including repair and rentals.
2. Supplies
3. Contracts for services
4. Printing, Multilithing, and duplicating
5. Photographs, photostats
6. Rental of space, securing space
7. Installation and moves of telephone equipment.
8. Overseas shipments
 - a. Export licenses
 - b. Forwarding
 - c. Exporting
9. Setting up of Duplicating Unit
 - a. Contracting for addressograph plates, offset negatives, and plate making.
10. Accounting to the Treasurer for receipt of all purchases.
11. Liaison with WPB, OCM, TPD, etc.
12. Purchasing equipment and supplies for the Bureau of Supplies in emergencies, and forwarding to expedite delivery.

Property Accountability Unit

1. Responsible for receiving, custody, and perpetual inventory of supplies.
 - a. Supplies in storerooms and reserve in stock
 - b. All equipment in use.
 - c. All equipment in storage
2. Responsible for placing and moving of furniture, equipment, and telephones.
3. Building maintenance.
4. Requisitioning alterations, and changes within the building for liaison with Public Building Administration.

Adm. - General
140 (Adm)
XN
30th September 1944

CONFIDENTIAL

To: Herbert H. Lehman, Director General
From: John J. Corson, Deputy Director General
Subject: Necessity for Immediate Steps toward Eliminating Major Administrative Weaknesses

A principal reaction that I have to the Second Session of the Council is that we obtained definite encouragement, support, and even admonition that it is time to take all necessary steps to insure that our Administration is geared up to the job immediately ahead. I, of course, may be particularly sensitive to this problem. Yet the statements made during the Council Session by Mr. Acheson, several members of the Committee on Financial Control and Mr. Law seem clearly to substantiate this conclusion.^{1/} And I would add the very imminency of the job to be done makes these steps necessary even if no one outside the Administration had commented upon it.

If, then, this is the time to take positive steps to eliminate our administrative weaknesses, I would suggest that the five most urgent problems to be dealt with are the following:

1. The European Regional Office must be made a more effective unit in which we can have full confidence. I would recommend that we appoint a Senior Deputy Director General and place him in charge, and I would urge that he be given staff assistance from here in straightening out the administrative machinery within the office.
2. The Bureau of Areas at headquarters must be made a more effective operating unit. Our experience so far, I suggest, indicates that this cannot be done under the present arrangements. I regret that it seems necessary to recommend a re-definition of its responsibilities in such

^{1/} See Journal of the Second Session of the Council, pp. 62, 63 and 53, and Report of the Committee on Financial Control, Page 2.

30 September 1944

a way that the Bureau will retain functions which will be more manageable, and thereby give you greater assurance that it will not handicap over-all operations if it cannot expedite its own job. Simultaneously, we must face the problem offered by the conflict of functions between the Bureau of Areas and the Office of Regional Liaison.

3. I would suggest that we consider again whether it is not possible to consolidate some of the numerous offices reporting to the Director General and hence to reduce some of the demands on your time while making more responsible the organization which you are heading.
4. The Secretariat did not carry its responsibility for the arrangements and functioning of the Second Session of the Council. It must be built up and equipped to plan, arrange and carry through the next Council meeting. I suggest we discuss this matter frankly and fully with Dr. Kuo immediately. If you agree, I will prepare some notes as a basis for your discussion with him.
5. In my memorandum of 14 July 1944, I pointed out to you the need within the headquarters staff of UNRRA for effective and continuous executive action. I have commented to you on numerous occasions of the need for a "driving force" that persistently and relentlessly follows plans through and sees that they are carried out. I know that you agree to this need; you and I have discussed alternative ways of providing it. I would suggest that we now take steps to create it at the earliest possible moment.

I realize that you return to the office with an accumulation of things to get done. In light of the Council discussions, however, there is nothing more important than taking such steps as are necessary to establish the type of administrative organization that will produce in the months immediately ahead. These steps will be difficult, unpleasant, and require a certain measure of ruthlessness. Still I do not think that we can delay longer in correcting situations which we generally admit have handicapped us.

JJC:son/vc

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

8 September 1944

CROSS INDEX

400 - Funkhouser, Dick

140 - (Historical Records Section)

TO

UNRRA

FROM

Roy F. Hendrickson

SUMMARY

UNRRA Section on Historical Records

RECORD FILED

204.1

TYPIST

kw

DATE

15 November 1946

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

31 July 1944

CROSS INDEX

292 -----

270 -----

301 -----

140 -----

TO

UNRRA

FROM

Office of Director General

SUMMARY

Note of Staff meeting with The Director General.

RECORD FILED

292 -----

SECURITY FILES

TYPIST

DRE

DATE

18 Aug. 1947

NO STENCIL

NO DISTRIBUTION

UNRECORDED

JUL 22 1944

RETURN TO DOR/O

U. S. DEPT.

U.S. URGENT

AIRMAIL

LONDON

5735 TWENTY-SECOND

PERSONAL FROM LONDON FOR DIRECTOR AND ADMINISTRATIVE COUNCIL #418

1. Have tried unsuccessfully to get Walter on telephone all day. Following is message I wished to communicate:-
2. Have given much thought to organization of IRO in light of letters received here and conversations with Osborne. Urgency and complexity of problems seems to necessitate expression of views promptly.
3. We must, I think, accept two points:-
 - (a) While functional divisions must have independent responsibility for technical policies in respective fields, their activities must be integrated with all other IROA activities to present united front to UNRRA and member governments, etc.
 - (b) To achieve this coordination, IRO needs executive head. IRO cannot operate as assembly of deputies and directors without any responsibility to one another or to office head.
4. Therefore it seems to me that organization should be on following lines:-
 - (a) Functional divisions should not report not be a part of Area Division IRO. Separate organizational units necessary now and after directors' departure.
 - (b) Administrative Council shall be recognized as head of office responsible for general administrative supervision and especially coordination.
 - (c) Recognize that effective coordination cannot be achieved by having functional divisions raising only issues they wish with Council. There is needed a positive continuing effort to achieve coordinated action.

5. Latter point (c) involves action at three levels:-

First, for each country I think we should establish now, in addition to a country desk man, a "chief of mission" responsible for bringing together continually the liaison officers or country directors assigned by each functional division to a particular country and authorized to coordinate their activities.

6. Second, these "chiefs", I think, should be responsible to Deputy for Areas. From then, for whom he is responsible, this Deputy Director General will derive his principal authority to coordinate. But also his responsibility to seek out general plans and relationships of each functional division, to discuss these regularly with Directors and their representatives when they return Washington and resolve day-to-day conflicts between them. In addition, I think the functional Directors must accept the responsibility for discussing all policy and planning activities with the Deputy Director General in charge of Areas and consulting with him on all country problems.
7. Third, at top level, I believe Council itself should discuss problems of general importance: such as,
- (a) Questions which the Deputy for Areas cannot resolve in discussion,
 - (b) Problems other Deputies deem of general importance, and
 - (c) In addition the Administrative Council should regularly review with the division directors their relations with UNRRA, with the Committee, with the Council, and with individual countries. These discussions would I should think be "stock taking sessions" and insure real coordination.
8. Essential that when Council discussed the problems of division, director should participate with the Council. In the event of disagreement by Deputy or by Director latter can raise question with us, but I would want view of Council before deciding.

9. [Foregoing are my views in general as to how to cope with the problem presented which evidently becomes increasingly urgent. These views substantially in accord with development our ideas as to the organization. Location of Industrial and Agricultural Rehabilitation Divisions in Areas or Supply not raised. Believe desirable to establish them as with the service divisions in a position rather parallel to our organization here. Is my view that more nearly we establish parallel organization more effective the relations between Washington and London will be.
10. This is my judgment on basis of what we know here of the problem. I would like to ask you to meet and discuss these with Laith-Ross, Fecov, Hoshler, McConsky, Sawyer and Hendrickson. Rephrase with them my desire to maintain the technical responsibility of service divisions while achieving essential coordination. Explain views as to the organizational location of the service divisions, the responsibility of the Administrative Council and how I propose coordination at each of three levels to be achieved. After thorough discussion I hope in the next two or three days, please cable reactions of group or alternative proposed.
11. If this generally agreeable, we prepared suggest some one to fill Litiger's place when we hear, and will commence at once supplying, with your aid, the chiefs of the country missions.

HULL

DCR:RLI:ATM

Adm 2-1
140 (Intelligence Liaison Service)
Xn
11 July 1944

To: Dr. Luther Gulick
From: John J. Carson

Reference is made to your memorandum of 6 July in regard to the Administrative Order providing for the establishment of the Intelligence Liaison Service.

(1) The suggestion that Mr. Wenshikov may desire to use the service also as a research and intelligence coordinating device within his own bureau is an intra-Bureau of Areas matter, and I believe should more appropriately be covered in a statement of the internal organization of the Bureau of Areas issued by Mr. Wenshikov.

(2) It is true that the order as drawn creates a central point of contact but requires nobody to use the Intelligence Liaison Service. Paragraph (1) of Section 4 specifically states that the Intelligence Liaison Service shall avoid any action which may interfere with the effective operation of liaison arrangements now in effect or which may subsequently be established by organizational units or individual members of the staff of the Administration with outside agencies. The Intelligence Liaison Service is supplementary to such arrangements and it is expected that the organizational units of the Administration will use the Intelligence Liaison Service to the extent to which the Service is advantageous to them. Therefore, I do not believe it desirable to have a provision requiring organizational units to use the Service, especially if they now have what appears to them satisfactory arrangements.

(3) I am agreeable to the striking of Section 5.

(4) I understand that Mr. Harvitz discussed briefly with you the matter of Administrative Orders which deal with assignments of functions as between the several bureaus and divisions. Such orders should be developed by the Division of Administrative Analysis and issued by the Director General or by the Deputy Director General in charge of the Bureau of Finance and Administration if authorized by the Director General.

JJC:rcm/vc

X-250 (Liaison)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

10 July 1944

TO: Luther Gulick

FROM: John J. Corson

140 Intelligence Liaison Service
km

Reference is made to your memorandum of 6 July in regard to the Administrative Order providing for the establishment of the Intelligence Liaison Service.

(1) The suggestion that Mr. Menshikov may desire to use the service also as a research and intelligence coordinating device within his own bureau is an intra-Bureau of Areas matter and I believe should more appropriately be covered in a statement of the internal organization of the Bureau of Areas issued by Mr. Menshikov.

(2) It is true that the order as drawn creates a central point of contact but requires nobody to use the Intelligence Liaison Service. Paragraph (1) of Section 4 specifically states that the Intelligence Liaison Service shall avoid any action which may interfere with the effective operation of liaison arrangements now in effect or which may subsequently be established by organizational units or individual members of the staff of the Administration with outside agencies. The Intelligence Liaison Service is supplementary to such arrangements and it is expected that the organizational units of the Administration will use the Intelligence Liaison Service to the extent to which the Service is advantageous to them. Therefore, I do not believe it desirable to have a provision requiring organizational units to use the Service, especially if they now have what appears to them satisfactory arrangements.

(3) I am agreeable to the striking of Section 5.

(4) I understand that Mr. Herwitz discussed briefly with you the matter of Administrative Orders which deal with assignments of functions as between the several bureaus and divisions. Such orders should be developed by the Division of Administrative Analysis and issued by the Director General or by

the Deputy Director General in charge of Finance + Admin
if authorized by the Director General

X-250

Organization

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

7 June 1944

To: John J. Corson
From: Harry K. Herwitz /hut
Subject: Intelligence Liaison Service

At the meeting of the Committee of Information held 29 May, I was requested to make recommendations with respect to the immediate establishment of an intelligence liaison service between the Administration and agencies of the United States Government and of other governments located in Washington, and, if such service was established, the organization unit of the Administration which should undertake the responsibility. The subject matter was generally discussed at the meeting by representatives of the Bureau of Areas, the Bureau of Supply, the Secretariat, and representatives of the various functional divisions and I have supplemented this discussion by talks with various members of the staff.

Need for the Establishment of an Intelligence or Liaison Service:

1. It is clear from the discussions at the meeting and from other evidence that a number of the divisions and bureaus in the Administration have developed satisfactory arrangements for the interchange of information with various agencies located in Washington. These arrangements have been productive of much value to the Administration.

2. In other instances, organization units in the Administration have called on certain offices, notably the Studies Coordination Section in the Bureau of Areas and the office of the Diplomatic Advisor, to make liaison arrangements or to obtain information from various agencies in the city. The offices which are called upon to provide such liaison and intelligence service are not at the present time adequately or appropriately staffed to give this service to the organization units which make the requests and for that reason find the task burdensome.

3. Certain of the national agencies located in Washington which are producing or receiving information of value to the Administration have indicated that for security or other technical reasons they would greatly prefer a single line of contact with the Administration, rather than the present arrangement, under which they receive requests from more than one organization unit in the Administration for the same material. The line of contact which they would prefer, they have indicated, would be a single employee of UNRRA whom they would be willing to keep fully informed about their activities and the material which they produce, so that methods can be devised to make as much material available to UNRRA as is possible in view of the restricted character of some of the material and the international character of UNRRA.

MM
Kuntz
gush
2) Herwitz
to circulate
to so
we can meet
with Committee
this week

MM

7 June 1944

4. The type of information which may be made available to the Administration by United States Government and foreign government agencies located in Washington and which is not now available through satisfactory arrangements between an individual bureau, division or office and the outside agencies, is generally gathered on an area basis or where the study covers more than one country, is usually broken down on a country or area basis.

Desirability of Establishing a Central Intelligence Service:

1. On the basis of the above analysis, it is clear that nothing should be done to interfere with the satisfactory arrangements that have already been worked out between individual bureaus, divisions or offices in the Administration and United States Government Agencies or other government agencies located in Washington.

2. There is a need, however, for the establishment of a central intelligence liaison service between various agencies located in Washington and the Administration, not now covered by satisfactory arrangements. Such service should not interfere with the arrangements already established between certain organization units of the Administration and those governmental agencies.

The Central Intelligence Liaison function should be lodged in the Areas Studies Coordination Section:

1. It is further recommended that the responsibility for establishing a Central Intelligence Liaison function should be lodged in the Areas Studies Coordination Section of the Bureau of Areas because of the fact that the material is generally available on an area basis and because of the fact that this section already performs certain of these functions in that it now calls to the attention of the various bureaus, functional divisions and offices of the Administration, material of value to them which they have not already received, and which it has requested and received for the Bureau of Areas or, because of its responsibility for liaison with O.S.S. for any section of UNRRA.

The only alternative to placing this function in the Bureau of Areas would be to place it in the Secretariat. At the present time, the Secretariat is not properly staffed to perform that function. Moreover, that office should normally confine itself to the work connected with those secretarial functions required by the Council, its committees and its subcommittees.

2. It is further suggested that in order to carry this responsibility the present Areas Studies Coordination Section staff should be increased by the establishment of two positions. Preferably, these positions should be filled with men who will familiarize themselves with the needs of the various functional divisions and the bureaus for supplementary liaison and intelligence service and who would give full time to this work. These persons should contact those organization

7 June 1944

units or individuals who now have satisfactory arrangements so as to avoid any action which may interfere with those arrangements. They should spend part of their time thereafter in keeping in touch with the several units in the organization to learn the types of information which would be of value to them and spend a considerable part of their time at those agencies which produce or obtain studies or information, such as the Foreign Economic Administration and the Office of Strategic Services of the United States Government and the various offices of other governments located in the city of Washington. These persons should be in a position to locate and obtain all reports of other agencies of interest to any organization unit of the Administration, and with the assistance of the staff of the Areas Studies Coordination Section make suitable indexes of the reports and notify all interested bureaus, divisions or offices of any material available to the Administration and/or direct all inquiries for information to the appropriate organization unit in the Administration. The persons chosen for these positions should be persons who would be given access to all available information and in whose reliability the agencies would have the fullest confidence.

From what information that is available, it seems that the full time of two such persons would be needed. Such work cannot be carried on on a part time basis. The most effective method of operating would require that such persons would be persona grata to the agencies producing or receiving the information in the first instance. They would have to establish such personal contacts as would enable them to locate the maximum amount of information produced by such agencies and to work out the most effective arrangements for obtaining as much of this information as possible, in the face of the difficulties presented by the fact that much of this material is restricted and might not be generally available to the staff of the Administration because of its international character.

Staff
needs
4 positions
2 part 2 full
\$14,200 budget

Aug 4
122 (welfare)
FM
1 July 1944

Mr. Desider Benau
Editor-In-Chief of the New York Daily Mirror
325 East 80th Street
New York 21, New York

Dear Mr. Benau:

At the last meeting of the Technical Committee on Welfare the Studies Sub-Committee emphasized the importance of progressing as rapidly as possible with the welfare study project. Time is extremely pressing, of course, and the acceleration of military operations on the continent daily brings closer the time when UNRRA may be called upon to offer its services for relief operations.

As suggested at the last meeting of the Welfare Committee, it is hoped that material presented by governments may be in hand by July 15th in order to present at least a preliminary report to the Welfare Committee in August. I am taking the liberty, therefore, of reminding you that anything you can do to hasten the submission of material required for the success of the study project will help materially in the shaping of plans and operations the Welfare Division may be called upon to undertake.

Recent word received from London is that the Welfare Sub-committee for Europe has also established a Studies Sub-committee. Its first task will be to secure information requested in the questionnaire which was sent to London in keeping with action of the Technical Committee on Welfare. To help in the gathering of information from governments represented in London, the Welfare Division is engaging a research technician who will proceed to London as quickly as possible.

Inasmuch as information requested in the questionnaire sent to London covers substantially the same matters included in Section II (Effects of War and Occupation upon Welfare Institutions), representatives of European governments, of course, will not need to duplicate in Washington in any way work that is being done in London. This means that material in Sections I, III and IV of the Welfare Study Project (relating to social relief and welfare institutions as they existed before the war; the nature

Desider Benau

- 2 -

1 July 1944

and extent of social relief and welfare needs that will have to be met at the time of liberation; and plans of member governments for meeting these needs) will be secured through the members of the Technical Committee on Welfare.

I am happy to report to you that the several rapporteurs responsible for various aspects of the study of relief methods (Section VI of the project) are well along in the preparation of their reports. We have every hope, therefore, that the combined efforts of members of the Welfare Committee, of the rapporteurs and of the staff of the Welfare Division will provide useful materials that will be helpful not only to UNRRA but also to governments and voluntary organizations that may engage in relief activities in liberated areas.

Sincerely,

Andre Mayer, Chairman
Studies Sub-committee

DHoward/adp



UNRRA
MAIL & RECORDS

Cross Reference

140

Yellow

30 June 1944

To: John Corson
From: Francis B. Sayre
Subject: Negotiations and communications with
governments

In order to prevent crossed-wires and to define with some degree of precision the functions to be carried out by the various offices, I have sought to draft such an order as I believe might profitably be issued concerning negotiations and communications with governments. Without some such definition of functions I fear that we will have confusion.

If you approve the accompanying draft might I suggest that it be issued as an administrative order? If you disapprove or if you feel that corrections or modifications should be made, will you be good enough to get in touch with me?

DA:FB Sayre:hvg

23/6/44

146 (General)
14 June 1944

TO: Herbert H. Lehman
FROM: M. Sokolowski
SUBJECT: John H. Cover's Memo. on "Some Economic Considerations related to UNRRA Operations".

1. The ideas expressed in the memorandum are very concentrated, and therefore it is somewhat difficult for me to understand the author's conclusions. For instance, the first paragraph (Monopoly Position of UNRRA) might be understood as a recommendation that UNRRA should in effect assume the position of 'arbitrator' or 'virtual dictator' of local economic life (which would be exceedingly difficult) or that of an 'agent of a supply monopoly' (which would be much easier). But this cannot be the meaning in paragraph 1, because the author has himself objections to international cartels and is fully aware - as the rest of the memo. proves - that UNRRA's goal is "to help people to help themselves".
2. I think, therefore, that the general ideas in the memo. might be discussed at a later stage in connection with the specific financial needs of the Industrial Rehabilitation Division. As the basic policies of UNRRA have already been defined in the Atlantic City Resolutions, in my opinion the best way to proceed with our work is to study the needs of different areas and of our own Bureaux and Divisions as closely as possible; in this way we can find out what gaps there may be in the definition of our general position, and look for practical ways of filling such gaps. I am now working with responsible members of the staff in the Bureau of Areas on questions concerning Italy and Greece, and it is my impression that we shall obtain generally interesting results by continuing to follow along these lines. Memoranda on Greece and Italy (which will probably be ready next week) will cover a large part of the problems mentioned in Mr. Cover's memorandum.
3. I would venture to suggest that some of the questions raised by Mr. Cover should perhaps be worked out by him in detail, as no doubt the Industrial Rehabilitation Div.

14 June 1944

possesses most of the available data and the best possibility of making suggestions according to its needs:

- a) The "other sources of funds" to cover the financing of capital goods (last paragraph of the covering letter to the memo.): this idea probably has to do with UNRRA's relations with some financial institutions that may be a source of credit for investments, and the question of helping the member governments to procure such credits for themselves;
 - b) The revolving character of UNRRA's fund for rehabilitation (paragraph f., section 5 of the memo.): this may mean the drafting of agreements with local authorities concerning the use by UNRRA of local goods produced with the help of UNRRA's rehabilitation supplies and services.
- MS*

MSokolowski/mz

140 (General)
12 June 1944

To: John J. Corson

From: Roy F. Hendrickson

I think your proposed draft of a memorandum to the Director General re the Far East is satisfactory, but I should like verbal elaboration to take into account the following points:

The Bureau of Areas would have representation in the miniature Far Eastern office with respect to its functions just as other Bureaus and Divisions would, with the Areas function in this instance being the planning of distribution. We will take responsibility for the coordination of requirements, supply planning and agricultural rehabilitation, and under the change discussed with the Governor Saturday, also for industrial rehabilitation. The point I really am anxious to make is this, that some of the people in Areas have some concept of initiating requirements that can only lead to duplication and difficulty. Getting a reasonable base for requirements is so important that I feel we need to put a very strong man on the function of requirements coordination. He must be free to work with the representatives of the governments here in connection with that function. I doubt that there is any real objection in the Bureau of Areas to this, but there seems to have developed some misconceptions on the part of some of the new staff members there. In this connection Areas needs to stimulate its planning as far as distribution is concerned, and in the case of the Far East this will be a man-sized job. By distribution I mean the movement and distribution of goods within a country once the stuff has been landed and counted on arrival, which is where our responsibility ends.

Another point is this: In point 3, you recommend that the Bureau of Finance and Administration in collaboration with the Bureau of Areas suggest alternative candidates for Chief of the Far Eastern group. I do not quite follow the reasoning under which the Bureau of Supply does not have an interest equal with the Bureau of Areas in the nomination of candidates for that position. If you had said that the Personnel Office would make recommendations and stopped there, I would interpret the function as that of the so-called scientific task of personnel recruiting; in view of the mention of the Bureau of Finance and Administration and the Bureau of Areas as suggesting alternative candidates, I see no particular difference in their function or relationship to the regional office from that of the Bureau of Supply.

One more thing that may possibly be an idea helpful in reducing the number of units in our organization: You may recall that a Dr. Kuo is to come from London to serve as Deputy Director General of the Secretariat. Perhaps it

12 June 1944

could be arranged that Dr. Kuo serve as the Deputy Director General in charge of this regional office and that the Secretariat be consolidated with the office of the Diplomatic Adviser, with Mr. Sayre becoming "Diplomatic Adviser and Chief of the Secretariat". The type of people that Mr. Sayre has been recruiting is well adapted to the functions of the Secretariat, and as I have watched his work I am inclined to believe that Mr. Sayre would do a very good job in this field. He is a fine cooperator in many respects. It has never seemed to me that the Secretariat deserved to have a Deputy Director General in charge of it anyway, and there are already too many people with that title and there are too many units with the heads thereof reporting to the Director General. I believe that the head of the Far East Regional Office should report to the Director General. If this suggestion was adopted, the number of persons reporting to him would, net, be unchanged.

cc Mr. McMillen

RFHendrickson/emc

June 13

✓
•Files:

Original sent to Mr. Corson by messenger;
also cc to Mr. McMillen. Incoming held
in Mr. Hendrickson's files.

IPage

COPY

140 (General)
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Memorandum of Conversation
Governor Lehman's Office
June 1, 1944

Present: Governor Lehman, Messrs Hendrickson, Feller, Jackson, and Xanthaky, Major General Hilldring, Brigadier General Sadler, Colonel Bellm, Major Gross and Major Cochran

The following matters were discussed:

1. UNRRA's responsibility for the distribution of supplies under the AML Agreement of April 3, 1944.
2. Status of the Swedish-Swiss Commission during the period of military responsibility.
3. Travel arrangements for UNRRA personnel for the Balkan Mission.
4. Continuance of supply for refugees in the UNRRA camps in the Middle East.
5. UNRRA observers in Italy.

General Hilldring stated the American position with respect to each of the above as follows:

1. Distribution of Supplies.

The American position with respect to this function has not changed. Unless UNRRA is recognized and accepted as the exclusive agent to administer Balkan relief and rehabilitation, and particularly, the distribution of supplies subject to appropriate, general policy directives of the combined military, no U.S. supply will be furnished. The U.S. Army representatives will insist upon a meticulous compliance with this basic point. UNRRA must handle the operation to insure a fair and equitable distribution of supply.

With respect to this point, no additions or amendments are needed to the memorandum of April 3rd, 1944. The U.S. Army will reiterate its position to the British War Office and provide General Sadler with a copy of its

letter. Similarly it will ask the State Department to notify the civilian agencies concerned of the American position. Simply stated, the position is that UNRRA is the exclusive agency of the military for the distribution of supplies, as described above.

Though UNRRA is under "the direction and control of the military" and will operate through directives issued by the military, those directives should be on broad, general problems, and should be the size of a "night letter". Directives issued by the military must conform to the basic principle that supplies must be distributed without political objectives. It is General Sadler's job to see to it that UNRRA is not hamstrung; and that a fair and impartial distribution is made of relief supplies. That responsibility cannot be shared with either the British or American military. UNRRA must be free to determine the media for distribution and to select the beneficiaries, and control the means of distribution. In no event shall the military distribute supplies to the indigenous agencies or populations.

Warehousing and transport will be handled in the following manner:

- A. The military will, to the extent required, unload and transport supplies to warehouses even to sub depots in the interior of the country. If protection is necessary, troops will be provided to the extent that they are available.
- B. In the early stages of the operation warehouses will, to the extent required, be under the control of the military. However, the Army feels it advisable for UNRRA to assume full control of warehouses at the earliest possible date. UNRRA should be preparing to do this job. Until UNRRA assumes the full responsibility the military must assist in every way possible.
- C. UNRRA alone will determine what goes out of the warehouses and the persons or agencies to whom supplies will be distributed.

2. Swedish-Swiss Commission

One of the basic assumptions of the agreement of April 3, 1944 is that there can be only one civilian agency exercising administrative control and supervision over the distribution of relief and rehabilitation supplies during the military period. The military has selected UNRRA as its exclusive agency. It is for UNRRA to determine the manner and extent to which it will use the administrative organization and personnel of the Swedish-Swiss Commission, or any other agency.

3. Travel Arrangements.

Because of the urgent need of getting UNRRA personnel to Cairo, requests for transport for Balkan Mission personnel will be made directly to the Army. Details with respect to the scheduling of air and sea transport for UNRRA personnel for the next three months will be arranged directly through Major Gross of General Hildring's staff.

The State Department will no longer be the channel through which transportation requests are made. General Hildring will discuss with Dean Acheson steps necessary to accelerate the issuance of passports for UNRRA personnel, while Major Gross will examine the possibilities of expanding the facilities for the inoculation of UNRRA employees.

4. Continuance of Supply for Camps in Middle East.

Both the British and U.S. armies are faced with the problem of pressure to reduce personnel and supply for civilian operations. However, pending such time as UNRRA itself is able to cope with these problems, the military must continue to provide the necessary facilities.

5. UNRRA observers in Italy

The U.S. military has no objections to a group of UNRRA observers to visit Italy. UNRRA may select the persons it deems best equipped to fulfill the mission and their observations may include all phases of relief and rehabilitation operations in Italy and not be confined merely to problems relating to displaced persons.

Personnel 5-1
140 (Centralization of Responsibility)
27 May 1944

TO: Herbert H. Lehman
FROM: M. Menshikov
SUBJECT: Centralization of Responsibility for the Processing of Field Personnel.

The existing division of responsibility for the processing of field personnel prior to assignment abroad has proved itself to be confusing and cumbersome. For example:

- a. Inoculations are handled by the Field Services Section of the Bureau of Areas and the Training Center.
- b. Preliminary instructions and travel orders are the responsibility of the Field Services Section, the Budget Division, and/or the employing division or bureau.
- c. Draft board clearances are the responsibility of the Personnel Division through the Deferment Committee.
- d. Passports and transportation are arranged through the Transportation Section of the Administrative Office.

In order to simplify the processing and to insure that all necessary actions are being carried out simultaneously and/or complimentary, it is recommended that the entire processing responsibility be centralized in one organizational unit. To do this the following moves are necessary:

- a. The transfer of responsibility for obtaining draft board clearances to leave the country from the Personnel and Deferment Committee to the Field Services Section for all cases other than 1-A. Cases in the 1-A category which involve a deferment will be presented to the Deferment Committee by the Field Services Section, and if deferment is granted, then the Field Services Section should be authorized to wire the draft board for permission to leave the country in the same manner as it will handle cases other than 1-A.
- b. The transfer of the overseas transportation and passport section, including Miss Bell and her staff, from the Administrative Office to the Field Services Section.

With responsibility and authority for the entire processing procedure centralized in the Field Services Section, it will be possible to maintain an accurate control and follow-through on all steps in the processing, and transportation requirements could be intelligently predicted. I am sure you realize that the satisfactory completion of this processing is at least as important as the recruiting job, and every effort must be made to prepare personnel for transfer abroad as quickly as possible. I am convinced that this can only be done if overall responsibility for the total job is centralized as recommended above.

Fryer/Rezak/jip

E.H. *MMK*

Copy 8

140 (General)

May 6, 1944

To: Mr. A. H. Feller
From: J. G. Johnson, Jr.

There is set forth below some random thought on one of the problems that have been bothering us. I think that they may provide a natural answer to the difficulties of becoming "truly international," as opposed to the artificial method of dreaming up phony jobs at headquarters.

If some such plan can be worked out in time to announce it in the Director General's report, we might have a real answer to the criticism of not being international enough.

Among the major problems now facing the Administration and requiring immediate action are the following:

- (1) Arranging for, and implementing from the supply standpoint, the necessary legislative action for contributions by the member governments whose home territories have not been occupied by the enemy;
- (2) Obtaining personnel for the Balkan and other field operations, such personnel to be both
 - (1) UNRRA personnel as such, and
 - (11) personnel supplied by the voluntary societies.
- (3) Building and administrative staff which is as widely international as is consistent with efficiency of operation.

To date the effort has been to handle these problems through highly centralized action at the headquarters office, and to a lesser extent the regional office in London, the result being that there has been very little success in getting the Administration's program under way in countries other than the U. S. and the U. K. The embarrassingly heavy concentration of U. S. and U. K. personnel is one of the inevitable results.

It seems possible that this situation can be considerably improved in a relatively short time through the immediate establishment of small branch offices in Brazil (serving all of South America), Australia (serving New Zealand as well), Canada and perhaps India, headed and staffed largely with personnel drawn from the regions for which those branch offices would be responsible. The first assignment for those offices would be the recruitment of personnel for field operations and the organization of the local voluntary societies for such assistance as they can provide. This aspect of the work would be immediately important in Australia and Canada because of the impending Balkan operation. It might be easier, for example, to transport personnel to the Middle East from Australia or New Zealand than from the U. S. or the U. K., and in the meeting of the Standing Technical Committee on Welfare the New Zealand representative stated that New Zealand was very anxious to participate in the Balkan operation because of the New Zealanders who fell in Greece.

Subsequently the supply negotiations including the legislative aspects of the problem would undoubtedly assume relatively greater importance than the recruiting aspects. The Australian office would continue to be important to field operations, however, as the jumping-off point for the Administration's operations in the Netherlands Indies and the Philippines. In this respect it would correspond to the Cairo office in its relation to the Balkan Mission, the London regional office and the headquarters office.

All of these branch offices should of course have one other important job -- public information in the particular region which they serve.

Insofar as the Brazilian office is concerned, its establishment could be one of the important assignments for the proposed mission that is now under discussion. The Australian office could be set up in a very short time with personnel already in Australia and New Zealand, without necessarily waiting for a formal writis from an important headquarters official although some one should be sent out from headquarters as soon as possible to assist in the organization and to indoctrinate the head of the office with the Director General's policies. This person need not be too high in the headquarters hierarchy but should be drawn from the existing staff, not recruited specially, because of the need for a person reasonably well informed on all aspects of the Administration's work.

Johnson/fh
6 May 44

Original copy of draft sent to Kerr with
changes noted on this copy, April 10, 1944

Draft 1
RLFunkhouser:lh
8 April 1944

OPERATING STATISTICS IN UNRRA

140

Am

Broadly speaking, the United Nations Relief and Rehabilitation Administration is organized along two related lines—a legislative structure and an executive organization. The legislative structure consists of the UNRRA Council, composed of ~~4~~ representatives from ~~each of~~ the forty-four member governments and authorities; the Central Committee, composed of the Council representatives for the United Kingdom, the Union of Soviet Socialist Republics, China, and the United States, in addition to the Director General; a number of ~~Standing~~ Committees, including the Regional Committees for Europe and for the Far East, the Committee on Supplies, and the Committee on Financial Control; and a number of ~~Standing~~ Technical Committees and Subcommittees to advise on major segments ^{aspects} of relief and rehabilitation operations. In general, it is the purpose of these several bodies to develop and establish ^{or to recommend for approval,} the broad policies governing the work which UNRRA will undertake. The executive organization ~~is~~ under the ~~immediate~~ ~~direction of the~~ Director General ~~and~~ includes the headquarters office in Washington, the regional offices in London and (at a later date) the Far East, and the missions ~~that will be~~ sent to liberated areas to assist in the administration of relief services and the distribution of ^{relief and} rehabilitation commodities. (The headquarters office includes three major bureaus in addition to a number of functional divisions and staff offices to assist the principal administrators of the organization, ^{namely,} ~~The three principal~~ ^{the} ~~bureaus are~~ the Bureau of Finance and Administration, Bureau of Supply, and ~~the~~ Bureau of Areas.

It is evident from this outline of the structure of ^{that} UNRRA ~~that the~~ ~~administration~~ will require ~~operating~~ statistics for a variety of purposes, covering operations widely distributed geographically and diversified in terms of commodities and services. It is anticipated that the responsibility for the financial statistics and reports will center in the Bureau of Finance and Administration, and that the corresponding data on commodity accountability will be collected and analyzed in the Bureau of Supply. As is always the case with operating figures required in an organization of this character, data will ~~in~~ inevitably be needed in varying degrees of detail for different purposes. Periodic consolidated reports will be prepared for the senior officers of the Administration and for the Council and its principal committees. At the other extreme, day to day operating statistics in considerable detail will be required in both commodity and financial ~~lines~~ ^{terms} in order adequately to exercise administrative control ^{over} of the far-flung operations of the organization.

The policies adopted by the UNRRA Council at the first session at Atlantic City last November established the broad principles by which UNRRA will acquire relief and rehabilitation supplies for liberated areas. ~~In general,~~ The procedures developed specify that UNRRA shall request and secure overall allocations of supplies from the several Combined Boards, that it shall ^{then secure} ~~translate these into~~ allocations ^{from} ~~granted by~~ the national allocating agencies in accordance with the assignments ~~recommended, as between~~ ^{sources recommended} among supply ~~offices~~ by the Combined Boards, and that it shall use the existing national procurement agencies for acquiring supplies. ^{With operations conducted} ~~Operating~~ in accordance with these procedures, the statistical records and reports which UNRRA will require will, in general, evolve out of the allocation and procurement activities of the several international and national ~~organizations, established~~

~~for the purpose. For the most part, therefore, it is anticipated that~~
~~UNRRA will not~~ ^{does expect to} establish a large statistical operation of its own with respect to the acquisition of supplies but instead will draw upon the requisite data incident to the operations of the existing agencies through which UNRRA will secure supplies.

~~If these expectations materialize, therefore,~~ ⁹ ~~the~~ principal new ~~new~~ statistical activities growing out of UNRRA's work will be those related ^{ing} to the distribution of relief and rehabilitation commodities and services in liberated areas. In some cases, statistics on distribution of supplies will be furnished by the member governments to which supplies are made available, while in other instances field offices established by UNRRA will be the immediate channel through which statistical reports will flow.

Mr. Funkhouser

22 March 1944

To: Wm. B. Phillips, Acting Chief, Public Information

From: S. M. Keeny

Funkhouser tells me that he has received a call about the article on UNRRA for the "Report to Federal Statistical Agencies." I think we ought not to miss this chance to explain our work. My suggestion would be that Kerr do it in consultation with Funkhouser. If you agree, why not ask Kerr to do it. Funkhouser can give you the information as to when it is wanted.

cc: Funkhouser

Keeny/am
22 mar 44

Yellow

To: David Weintraub

From: Grace Fox

Subject: The Functions and Responsibilities
of the Historian's Office in UNRRA

History
UNRRA
140 (Office of Historian)
K
February 23, 1944

In the setting up of historical units in each of their war agencies, Great Britain and the United States have established important precedents for the capturing of war history in the making. UNRRA with its tasks supplementary to war should provide for the completion of the historical picture of World War II. Principles and practices are being developed for the collection of records and the current analyses of administrative and operational policies in the United Kingdom and the United States which UNRRA may readily and consistently adopt, since the roots of UNRRA are grounded in records of relief programs begun in the British Ministry of Economic Warfare, the Board of Trade, the Allied Requirements Bureau and in the United States Office of Foreign Relief and Rehabilitation.

I. The purpose of the Historian's Office

Among the aims of the British and American historical projects which UNRRA may follow are:

- m. g. m.*
1. To collect and encourage the making of records of the administrative policy and the field operations;
 2. To write confidential first narrative histories based on secret materials, not for immediate publication but for the future use of government officials and scholars;

3. To make analyses of special aspects of current policy which might have bearing on immediate future policy;
4. To write non-official unsigned popular accounts of current programs for immediate publication;
5. To build current secret files of committee minutes, memoranda and interviews with executives explaining current policy;
6. To maintain an over-all view of the work being done in the various Divisions of the agency concerned in order to assist as a kind of clearing house in preventing duplication of projects within Divisions and in pointing out complementary or supplementary relations among several projects.

II. Immediate tasks of the Historian's Office in UNRRA

1. To write the first narrative history of OFRRO as a transitional agency in the development of UNRRA, November 1942 to December 1943; this will be based on the archive which is now being assembled and is to be kept in the Division of Research and Publication in the State Department;
2. To write the first narrative history of the concept of UNRRA from its beginning in the Anglo-American discussions of export surpluses through the signing of the Draft Agreement, November 9, 1943;
3. To work with the archivist in creating a central historical file for UNRRA;

4. To study briefly the records of relief administration during and after World War I; to consult with their custodians at Stanford University in order to learn the weaknesses of that collection and the mistakes to be avoided in the record procedures to be established by UNRRA;
5. To begin the carefully documented history of UNRRA with a study of the first Council meeting.

III. Location, facilities, and staff of the Historian's Office

1. Location. It has been found useful in many of the United States war agencies, e.g. Petroleum Administration for War, Navy Department, Post Office Department, Office of Price Administration, Office of Strategic Services, War Department, and the War Production Board, to locate the historian's office close to officials who are making policy. UNRRA might well adopt this plan.
2. Facilities. The historian should be able to attend staff meetings and at times conduct interviews with the main executives in order to record the various interpretations and criticisms of policy as it is developed. She should also receive copies of all important letters, reports, and memoranda for the permanent historical file. (Arrangements for this might be worked out through the Central Files and through an understanding with the Division chiefs.)

3. Staff.

a. Immediate staff.

One secretary and one research assistant.

b. Future staff.

When relief operations become possible in liberated territories a person responsible for the collection of evidence and the keeping of records should be sent with the field mission into each area in the same way as historians are now assigned to all major military and naval expeditions. Diaries and journals of field work should be required to be kept. Photographs should be made of, and interviews conducted with people receiving and conducting relief. Collections should be made of local press, business, and individual reactions to the relief program. Government decrees, price lists, newspapers and other records of political and economic conditions in the area should be regularly filed. These materials are essential for two main purposes of widely different nature:

- (i) In part to supply substance for press and radio reports and the general public information program;
- (ii) As a whole to make up the body of evidence from which the definitive history of the field operations of UNRRA may eventually be written.

TO: All Bureau and Division Heads

7 April 1944

FROM: H. P. van Gelder

SUBJECT: Survey of Administrative Organization and Personnel
Assignments

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

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

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

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

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

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

X-431-(assignments)

X-270.1-Survey - adm. org. + pers. assignments)

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

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

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

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

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

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

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

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

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

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

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

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

FORM AD-87
(25 FEB 1946)

UNRRA

CROSS REFERENCE SHEET

DATE

17 February 1944

CROSS INDEX

140 (Intelligence Services)

TO

Mr. M. A. Menshikov

FROM

Mr. George Xanthaky

SUMMARY

Economic and Social Intelligence Service in Washington Office of UNRRA.

RECORD FILED

670

TYPIST

kw

DATE

18 September 1946

Issued

Administration

January 20th, 1944.

140 (Table of Organization)
En

To: Governor Lehman
From: Kenneth Dayton
Subject: Proposed UNRRA Table of Organization

Before the divisions of UNRRA are finally fixed by an administrative order and the duties defined, there are certain features on which I should like to comment.

1. First is the consolidation of Budget and Administrative Planning, on which I have sent a separate memorandum.
2. The second is the present proposal to establish an Accounts and Audit Division. I recommend strongly that there shall be a separate Audit Division charged with the continuous post-audit of financial transactions of the Administration. Otherwise, the entire function of post-audit will be vested in the Auditor appointed by the Council, which will needlessly increase the work of that Auditor, the cost of his services to the Administration, and his participation in the accounting work of the Administration.

As a matter of fact, the description of duties of the present Accounts and Audits Division does not propose any post-audit function whatever. As far as I know, there is no proposal for any internal audit.

3. It had been my thought, although it is a matter of no major importance, that if Treasury, Budget and Administrative Planning, Accounting and Audits were under the direction of a single individual subordinate to the Deputy of Finance and Administration, it would give the latter more freedom for policy decisions and less burden on administrative detail. On the one hand, he would have six divisions reporting to him; on the other, he would have two division heads and the individual in charge of the four fiscal divisions. Work of the four fiscal divisions is so closely integrated that there should be a pretty close uniform supervision.

4. It seems illogical to have the Agricultural Rehabilitation Division under the Bureau of Supply and the Industrial Rehabilitation Division free from the Bureau of Supply, and reporting directly to the Senior Deputy. The two of them are of like character. Either they are planning and program divisions with no supply responsibility, or they cover the entire range of activity from program through supply.

Purely from the point of view of administration, the inclusion of both in the Bureau of Supply would relieve the Senior Deputy of supervisory burdens. Even then, he would have two Regional Offices, the Secretariat, three staff divisions, and three deputies, or a total of nine people reporting to him.

5. I note that it is proposed that the General Counsel shall report directly to the Director General. As a matter of general organization, this might be expected, but in our particular organization it seems to me that 90 per cent of his work will be for the Senior Deputy or the bureaus and divisions under the Senior Deputy.

6. There are a considerable number of details in the description of duties which deserve comment, but since some of them would be corrected if any of the foregoing principles of organization were adopted, I do not comment on them at the present time.

Copy: Sir Arthur Salter

KDayton:mr

JAN 17 1944

I believe that for the sake of efficiency and saving of time, it might be wise for the various people in your Purchasing Section to know just how we are set up and to whom various things should be referred.

Here is the list of our section chiefs and I believe that the description of their duties will indicate what things they should be asked about:

Herbert J. Conhaim...Chief, Clothing, Textiles & Footwear Br.
Leo J. Goldberger....Chief, Infants', Children's and Women's
Section.
Alexander Gordon.....Chief, Footwear Section.
Royal Murray.....Chief, Textile Section.
Herbert Schenker.....Chief, Textile Section.
Milton Weber.....Chief, Men's and Boys' Section.

The following list is of our associate or assistant chiefs who, in the absence of chiefs, should have things referred to them:

Herbert S. Schenker...Acting Associate Chief of Branch.
Louise Underhill.....Asst. Chief, Infants', Children's and
Women's Section.
Howard Connell.....Assoc. Chief, Footwear Section.
Mrs. E. F. Lynch.....Assoc. Chief, Textiles Section.

Any other items that cannot be directly handled by the chiefs should be referred to either Mr. Schenker or me. For the time being, too, please refer all knitwear items to either Mr. Schenker or me. We have a knitwear chief coming in but his papers have not been processed as yet.

We have had several calls from your office referred to the wrong people who must in turn simply refer them to someone else, and the purpose of this list is to try to establish direct contact between the interested parties.

Sincerely yours,

Herbert J. Conhaim
Chief, Clothing, Textiles and Footwear Branch
Supply and Transport Division

Mr. Lewis A. Jones
Procurement Division, Treasury Department
Seventh and D Streets, S.W.
Washington, D. C.

HJConhaim:wk
1/17/44

140 (Directive)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATIONSTANDING TECHNICAL SUB-COMMITTEE ON WELFARE FOR EUROPEGENERAL DIRECTIVE FOR WELFARE MISSIONSINTRODUCTION

- A. 1. The term Welfare as used in relation to the program of UNRRA includes provision by methods that will help people to help themselves and one another of
2. Food, clothing, shelter and other basic necessities of life for persons unable to provide for themselves or their dependents, and
3. Services such as information, advice, counsel for persons in need of special help.

B.

RELATIONSExternal Relations

4. Military Period: During a period of military responsibility in any area occupied by the armed forces of any of the United Nations UNRRA personnel will operate under the general control and direction of the theatre Commander. During such a period Welfare Missions will operate in accordance with plans agreed upon between UNRRA and the Military Authorities. Welfare Missions will be responsible for liaison with appropriate military authorities concerned with welfare services and for cooperating with such authorities in the planning and administration of welfare services provided by UNRRA. Even when operating in areas subject to military control, Welfare Missions should, so far as possible, consult with national Governments, recognised national authorities or other appropriate bodies with respect to operations undertaken in areas in which such authorities are interested; but should be careful to secure the agreement of the military authorities to such consultation.

5. Primary Responsibility: Except during a period of military control, responsibility for the administration of

- 2 -

welfare services in a country rests upon the government of that country. In general, welfare services should be administered as far as possible by the country concerned, and UNRRA should make its resources available to the appropriate national governmental agency in accordance with plans agreed upon between UNRRA and the national agency.

The role of UNRRA, therefore, will be to help, wherever necessary and when required by the appropriate authorities, to reestablish or strengthen national governmental welfare agencies.

Welfare Missions should be prepared however, to administer or operate welfare services directly, either in part or in whole, when called upon by a government or authority, which for any reason is unable itself to administer or operate these services.

Continuous cooperation should be maintained and information exchanged locally between the government concerned and the Welfare Mission.

6. Though a primary function of UNRRA Welfare Missions will be to help governments to meet the welfare needs of the people living in areas under their jurisdiction, this alone will probably not be enough. It is therefore the policy of UNRRA that, so far as the government of an area may approve, voluntary organizations should be invited to participate in relief and rehabilitation measures which they have the competence, personnel and other resources to administer and which can be effectively integrated with the UNRRA programme as a whole. This applies primarily to indigenous voluntary organizations of whose participation the national government or authority approves. It applies also to foreign and international organizations if the combined resources of the government or authority of the liberated areas and of indigenous voluntary organizations are inadequate to meet emergency needs and if the participation of these foreign or international organizations is approved of by the national government or authority. Welfare Missions will serve as liaison between UNRRA and voluntary organizations foreign to an area of operation, in accordance with policies prescribed by UNRRA, and will facilitate cooperation with such organizations.

- 3 -

At the request of the appropriate civil or military authorities, UNRRA may also help, when necessary, in the re-establishment or strengthening of indigenous voluntary organizations concerned with social relief and welfare services.

Although the Director General has delegated to the Welfare Division responsibility for all negotiations and relationships with foreign voluntary relief organizations, Welfare Missions will refer to other UNRRA Missions (such as Health and Displaced Persons) matters falling within their jurisdiction.

7. In the administration of welfare services administered by or with the cooperation of UNRRA, full use should be made of local resources and enterprise. To secure this and to make certain that policies adopted follow established patterns of community life, wide scope should be provided for the active and responsible participation of local people. Wide use should be made of national or local advisory groups composed of representative leaders of the different sections of the national or local community. Where political difficulties exist in any area, the Welfare Mission should consult with the national Government about the selection of the local advisory group.

National or local committees may be useful in interpreting to communities the welfare services administered by or with the assistance of UNRRA and may also bring to the attention of UNRRA officials suggestions or criticism presented by individuals or groups. It will therefore be desirable to explain to these Committees the broad lines of policy which are being followed and the reasons for the more important decisions taken from time to time.

Internal Relations

8. The provision of welfare services in areas of UNRRA operation is the responsibility of welfare missions who will be responsible through the Country Chief of Missions to the Welfare Division. The UNRRA country or district welfare missions will work under the supervision and direction of the Country Welfare Director. This officer in turn, will be administratively responsible to the Country Chief of Mission in any countries where there is an UNRRA Mission.

Welfare measures are so closely related to other activities, particularly to health measures, services to displaced persons, matters of supply and distribution, that Welfare Missions must be familiar with these other aspects of the UNRRA programme, must carefully coordinate their activities with the total UNRRA programme, and, in emergencies, stand ready to assist other personnel in carrying out their responsibilities. To accomplish these ends there must be regular consultation and continuous exchange of information between the different sections of an UNRRA mission.

9. Reporting: Welfare Missions shall submit, periodically, reports on local needs and resources, as well as their own operations and any further requirements, which, if provided, would help to make more effective the work of the Welfare Mission and of the Welfare Division. Reports should, as far as possible, cover such points as the following:

(1) Liaison Relationships:

- (a) With other UNRRA Divisions and personnel
- (b) With Military Authorities
- (c) With Governments
- (d) With inter-Governmental agencies
- (e) With voluntary organizations (indigenous and foreign)

(2) Social Relief and Welfare Services:

- (a) Estimates of services required; methods of determining them

(3) Plans for Meeting Welfare Needs:

- (a) Plans of Military Authorities
- (b) Plans of Governments (including role of indigenous voluntary organizations).
- (c) Plans of inter-Governmental agencies

- 5 -

- (d) Plans of foreign voluntary relief organizations
 - (e) Plans for UNRRA (those in process and those recommended)
 - (f) Appraisal of plans enumerated above
- (4) Welfare Personnel:
- (a) UNRRA (qualifications and assignments of new personnel);
 - (b) Changes in assignments of other welfare personnel; (Appraisal of performances)
- Personnel of foreign voluntary organizations (numbers provided by agencies; ways in which personnel is being used; appraisal)
- (c) Indigenous personnel (numbers engaged; qualifications; ways in which personnel is being used; appraisal)
- (5) Supply situation:
- (a) Supplies and equipment needed for welfare services
 - (b) Supplies and equipment available from Military Authorities, Governments, voluntary agencies, UNRRA
 - (c) Proposals for meeting deficits of supplies and equipment needed for welfare services
- (6) Background information:
- (a) Corrections in formation supplied by UNRRA
 - (b) New Information
- (7) Description of Welfare programmes in operation:*
- (a) Methods of organization;
Personnel employed

* Specific operations about which detailed information is desired include those referred to in Section D of this memorandum.

- (b) Policies governing programme
- (c) Estimates of number served
- (d) Strengths and weaknesses of programme
- (e) Comments and recommendations with respect to operations.

In reporting on conditions within any given area of operations Welfare Missions should, where possible, explain why these conditions are as they are. Unless this is done, reports might give rise to unjustifiable criticism which could be avoided if the reasons for existing conditions are clearly understood.

PRINCIPLES

10. Primary Emphasis: Both in the planning and in the administration of social relief and welfare services the primary emphasis will be upon (a) aiding governments in accordance with plans approved by the governments concerned; (b) strengthening indigenous organisations.

Although UNRRA will be concerned primarily with emergency relief Welfare Missions will be expected to see that their activities are coordinated with plans for the rehabilitation and reconstruction of areas served.

Every effort should be made to preserve and strengthen normal social groupings. Thus families should, wherever possible, be helped to live together as families in order to avoid the necessity of initiating or prolonging mass feeding or mass housing. Similarly, attempts should be made to enable children, aged persons, or others in need of such care to live with their own or foster families, rather than in institutions, unless specialized institutional treatment is clearly required.

Welfare schemes should not be concerned only with the isolated family group. They should take full account of the group relationships of the community. Consideration should be given to the spirit of cooperation between groups which has been developed through the resistance movement or in other ways. In consultation with the respective governments, welfare schemes should be so designed as to provide new scope for community cooperation.

All UNRRA welfare services and activities must be so designed as to help people to help themselves and one another. The more efficient these services are, the sooner UNRRA will be able to withdraw from any part in them.

11. Prompt Relief: Because of already prolonged suffering due to war and because of critical needs, Welfare Missions will arrange to provide the necessary welfare service as promptly as possible. They

will be responsible for the necessary advance-planning; and at every step in administration - from the investigation of a recipient's eligibility to methods of final distribution - the plans adopted should be directed to providing relief as quickly as possible. The possibility of effecting small economies through other methods should not be permitted to delay the provision of relief to any substantial number of persons.

12. Advance Planning and Surveys: Careful and continuous study of the requirements and resources of all areas will be necessary if effective use is to be made of available means, if priorities are to be adequately determined and additional resources to be demanded in accordance with the relative importance of the needs of the area. Thus Welfare Missions should review, and if necessary in the light of the information they obtain, revise plans already prepared by the Regional Office or Headquarters. Sources from which Welfare Missions may expect to secure first-hand information for this purpose before going into an area include national governments; underground organizations; military intelligence; neutral governments and observers. Sources of information and data within an area of operations include national and local authorities: church, school and other local leaders; first-hand surveys by Welfare Missions or other UNRRA personnel; surveys conducted by students, volunteers or others.

13. Priorities of Service: Demands for welfare services may greatly exceed the ability of governments, voluntary organizations and UNRRA to provide them. In this case Welfare Missions will cooperate with the appropriate civil or military authorities in determining what welfare services should be established first. This question will be particularly acute during the earlier stages of relief operations since administrative difficulties together with problems of supply and transportation may make it impossible to inaugurate simultaneously all the welfare services which may ultimately be rendered.

Considerations to be taken into account in determining what services should be initiated first will include the particular needs of an area; the supplies, equipment, and personnel available; the relative needs of various groups.

(1) Priority Groups: It may also be necessary in some circumstances to establish priorities among the groups who are to benefit from the services established. In this connection, the groups for whose special needs the Welfare Division of UNRRA have a special responsibility, viz. children, expectant and nursing mothers, the aged and the disabled will obviously have a high priority ranking, though not necessarily above other groups such as key workers. Relative need, and the importance of each group to the community from a long-term point of view, will be important factors in determining priority.

14. Adaptation to Local Customs: The general plan of welfare services should as far as possible be adapted to suit the customs, ways of life, and standards of living prevailing in the various countries of operation. This will ease the transition from UNRRA to purely national control. Food and clothing provided should, within the limits of what is practical and what is needed for proper standards of nutrition and warmth, be suited to local tastes; and, when it is possible to do so, special foods should be made available for religious observances.

15. Self Respect: Since welfare services are directed towards self-help they must not destroy self-respect. Those who benefit from UNRRA services, must be treated, not as a class apart, but as useful and normally self-supporting members of the community, temporarily unable through no fault of their own to provide for themselves, but soon to be restored to their former condition.

16. Training Program for Welfare Workers: For most services it will probably be necessary to recruit local workers. Some of these may be trained or partly trained in social work; others will be quite untrained. To ensure efficient functioning of the services, Missions may have to institute courses of training for these workers, with probably special courses for those chosen as leaders. The courses will of necessity usually be short and intensive. The personnel chosen should be nationals of the country of operation. In many cases it will be possible to select persons who would otherwise be themselves beneficiaries of the service, and whenever possible, this course should be followed.

WELFARE SERVICES

The services for which Welfare Missions will be responsible will necessarily cover a wide range, conforming to the needs to be met, including the needs of special groups such as children, youths, expectant and nursing mothers, the aged, handicapped persons, the war injured and persons returning from forced labor or prison camps. Detailed instructions on the operation of each service will be issued for the use of all officers concerned; the following paragraphs contain only a brief description of the services which a Mission may be called on to operate, and of the main considerations to be borne in mind in respect of each.

17. Registration: It will usually be necessary to set up a system of registration of those receiving relief or assistance. No system of registration should be introduced, however, which does not serve

some specific purpose, and if one is introduced it should be designed primarily to serve that purpose. Subject to this it should as far as possible dovetail with other systems of registration being used by UNRRA Missions: and, looking to the final transfer of the service to the national Government, should also be related as closely as possible to the system used by that Government.

18. Information and Advice Service: One of the first essentials in operating an effective welfare programme is to make sure that people know of the services available, where to go and how to obtain them. This is particularly important at the beginning of operations as the nature and tone of information given out may allay fears and suspicions on the part of the people and decide to a large extent the reputation and acceptance of the programme. The object of any information and advice service however organized, is therefore to provide systematic information and direction on where to go and how to apply for services needed; incidental advice on current local regulations such as those issued by military, civil affairs, or civilian authorities will also be given.

The normal type of information and advice bureau will be one whose main purpose is to give factual information about existing services, and to advise people where to go for any required service (referral). It will have the information immediately available in the form of Reference Books, Advice Notes, and official documents of various kinds. For certain purposes, however, the bureau may be linked with a central office where the desired information is held or obtainable, e.g. in the form of a central index of displaced persons. Some of the services may be of such a technical nature that in connection with them special advice bureaux may be found necessary; these would be in addition to the general referral service and would normally be located in the offices administering the particular service.

It is necessary to distinguish advice regarding the use of a particular service from what is known as case-work or counselling, which may cover a wide variety of problems not necessarily connected with particular welfare services. This latter kind of work should not be undertaken unless there are trained welfare workers available and unless there is some prospect that treatment of the cases, which will frequently be of a long term character, will be continued by indigenous agencies after UNRRA operations have ended.

19. Provision of Cash Assistance.

(1) Although cash, under normal circumstances, is regarded in many countries as the ideal form of relief or assistance benefit, emergency conditions frequently qualify the usual advantages of using cash in this way. Before instituting cash assistance measures, therefore, welfare missions should give careful consideration to local and national practice in such matters, the circumstances prevailing at the time, and to such factors as the availability of goods to be purchased with the cash that might be provided; the danger of supporting unduly high prices; the possibility of contributing to inflation; possible losses, through exchange rates, etc.

(2) Cash assistance may take the form of periodical payments, usually weekly, to meet recurring needs, or single payments of larger amounts to meet non-recurring needs. It is possible in either case to treat the payment as a grant or as a loan. It will, however, be quite exceptional to make weekly payments by way of loan; and single payments by way of loan should not be considered unless they have a clear rehabilitation purpose and there is a good prospect that the recipient will be able to repay the loan in a reasonable time. Loans made without a clear obligation to repay and a definite intention to enforce repayment are apt to be demoralizing. Moreover, the National Governments in countries of operation would not be likely to favor a service by UNRRA under which their citizens were burdened by a debt incurred at the beginning of the period of reconstruction.

20. Provision of Assistance otherwise than in Cash: Where for any reason assistance in cash is considered unsuitable, various methods of distribution will be open to the Mission. For example, prices of essential commodities can be adjusted according to the income of relief recipients or coupons, scrip, relief orders, stamps, etc. may be issued. These methods however, are not always a complete substitute for relief in cash, as a certain amount of cash may have to be given with them. In emergency conditions, both food and clothing, and possibly other household necessities, may have to be distributed directly in kind. When distribution in kind is undertaken, local customs and taste in both food and clothing must be considered as far as practicable, and the general principle in all relief distribution of seeing that the goods are fairly distributed in terms of need must be kept firmly in mind.

(1) Distribution of food may be made in the form of unprepared foods, or by means of communal feeding in canteens, schools, places of employment, etc. The choice of method will to some extent depend on the nature of the foods, the cooking facilities available, and the extent and probable duration of the needs to be met. It will always be desirable to stimulate home production of food to the utmost extent, e.g. by cultivating allotments or small holdings. Those who do so must be allowed to benefit from their efforts and should not have their ordinary allowance of food reduced; but if some part of the produce consists of rationed foods and is made available to other members of the community, arrangements for its distribution should be worked out with the rationing authority.

(2) Distribution of clothing is likely to raise more problems than the distribution of food, owing to variation in sizes and in the number of garments required in individual cases. For this reason it may often be desirable to carry out a quick survey of needs in a locality before settling on a scheme of distribution. In some cases, owing to the urgency of the need, it will be necessary to issue ready made garments if they are available; but generally Missions should bear in mind the desirability of issuing materials to people to make their own garments. This provides the people, especially women, with useful occupation; and also makes it easier to meet local requirements and tastes.

(3) Other household necessities are not likely to cause difficulty except in the matter of actual supply. They include such things as blankets and bedding; fuel and lighting material; cleaning materials, cooking utensils, household tools, etc.

-11-

21. Provision of Emergency Shelter. Since it is desirable to restore family life as quickly as possible, the best provision in many cases may be cash assistance to enable a person to pay a reasonable rent for suitable accommodation he is able to find for himself. Where this is not a possible line of action, billeting may be the next best thing. Provision of shelter in either of these ways may be desirable even when communal feeding is in force.

(1) Where accommodation in houses is not available, and temporary shelter is urgently required, the best facilities are likely to be found in schools and church or village halls. In buildings of this kind it will be necessary to make adequate provision for bedding, feeding and sanitation; and also for a resident supervisory staff. Temporary shelters such as huts may have to be erected in some places, in which case the Mission will have to secure the urgent cooperation of the supply and allied services.

While communal shelter is in use it may be possible to have urgent repairs made to damaged houses to make them habitable. Some of the persons concerned may, if supplied with the necessary tools and materials, be able to effect their own repairs; this will provide useful and desirable occupation for some who may otherwise be unemployed.

22. Services for Mothers and Children up to age 18. In considering the special needs of mothers and children, major emphasis should be placed upon maintaining and strengthening the family unit and where necessary re-establishing the family in its own home. In accordance with this principle, immediate steps should be taken to safeguard children who are lost or temporarily separated from their family, to locate the family and to return the children to them. Likewise, children should not be separated from their families except where conditions make this essential to safeguard the child or to provide specialized care that cannot be given in the home.

The basic physical needs of mothers, children and young persons will be met in the general programme for food, clothing and shelter; but where supplies are short these groups should be given high priority treatment. Special food and clothing, when available, should be provided to meet their special needs and in this connection Welfare Missions should work closely with the Health Missions.

Specialized care and services for expectant and nursing mothers, children and young persons should be provided on the basis of the particular needs of each of the following groups:-

(1) Expectant and Nursing Mothers.

(Supplementary and special foods, emergency maternity shelter, special provision for homeless mothers, rest camps, preventoria, day nurseries, creches, child welfare centers, counselling services, instructions relating to the care and problems of children and preparation of food, etc.)

- 12 -

(2) Pre-School Children

(Special feeding programmes through clinics, canteens, etc. preventoria, convalescent homes, day nurseries, creches, play activities, training of the nursery school type, etc.)

(3) School-Age Children

(Special feeding arrangements such as school meals, extra milk distributed at school, open-air camps and schools, convalescent homes, play activities, school services, etc.)

(4) Young Persons Beyond School Leaving Age. The urgent needs of adolescents which are often overlooked actually call for particular measures, such as supplementary feeding in educational institutions and factories, open-air camps, convalescent care, recreation and leisure time activities, vocational guidance, occupational retraining, and services for serious problems of maladjustment and delinquency.

(5) Other Special Groups. In addition to the basic needs of children there will be certain groups whose needs call for specialised services. These include children who are (a) orphaned, abandoned, or otherwise separated from their families; (b) physically or mentally handicapped; (c) suffering from emotional disturbances, shock, personality maladjustments, anti-social tendencies, premature sex experiences, etc; (d) in temporary communities (including children displaced within their own country); and (e) children and mothers already in institutions.

23. Welfare Services for Displaced Persons and in Temporary Communities.

Displaced persons in need of care and assistance - men, women, youths and children - will have come from refugee camps, evacuee and forced-labour areas, prisons, concentration camps, and many other scattered sources. All of them will be in need of orderly arrangements to permit them to return to their families and the countries or localities from which they originally come. In general terms, the range of welfare services required for persons displaced from their homes is the same as that needed by persons who have suffered from war and enemy occupation in their own territory, and these services have already been enumerated. Displaced persons, however, will require special arrangements (a) in transit, both to and from assembly points, and (b) while living in temporary communities and refugee centres. The latter will probably be necessary for the greater number, for longer or shorter periods

according to circumstances.

In the temporary centres and communities which are set up, it is necessary to remember that the facilities and services should be planned on a comparatively long-term basis, even though the population of the camps may be a changing one with many transient groups. The principal services which should be established if the centres are to be fully effective - as they must in representing the return to civilized respect of human needs, and the gateway to restoration of normal life, include the following.

- (1) Information and advice bureaux dealing with all matters of general concern, details of administration and repatriation procedure;
- (2) Individual and family case-work for those suffering from serious personal maladjustment;
- (3) Leisure-time, recreational and group activities. Because of their many constructive features, and their opportunities for local initiative and leadership, as wide a range of these as possible should be planned. (See special Memorandum).
- (4) Occupational activities for men, women and children, and certain forms of vocational training for special groups such as young persons likely to be in the camps for lengthy periods.
- (5) Welfare services for special categories, notably (i) infants and children, (ii) adolescents (14 to 20), (iii) nursing and expectant mothers; (iv) young women and girls; (v) the aged.

Welfare officers should have the right to advise on all matters such as the operation of canteens, the disbursement of pocket money, and the furnishing of clothing, in order to help realize distribution according to need, wherever facilities or stocks are in short supply.

24. Hostels and Similar Institutions. Special services for such categories as the aged, orphans, or the physically handicapped are likely to consist mainly in the provision of homes or hostels for those who, though not needing attention in hospital cannot properly fend for themselves, and have no friends or relatives to look after them. The principal task in setting up such institutions, apart from the provision of food, clothing and other basic necessities of life, will be the recruitment of competent technical personnel.

25. Occupational Activities. Physically handicapped persons, persons unable to resume their normal occupation and young persons, who because of military service or compulsory labour service under the enemy, have never engaged in gainful employment, will require help to re-establish themselves as useful and self-supporting members of the community. For this purpose special measures may have to be taken, such as providing instruction in useful occupations or employing them in the production of clothing and other necessary relief supplies or in the administration of relief welfare services, including the making of surveys of relief needs, anti-malaria or clean-up campaigns, etc. Those activities should obviously be closely related to the plans of the Government concerned; and success will depend on recruitment of the proper technical personnel and, to a less extent, on the provision of suitable equipment.