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Programs with Respect to Relief
and Rescue of Refugees; Cooperation
with Other Agencies

United Nations Relief and
Rehabilitation Administration
(UNRRA), Report on, Vol. 2
Folder 1

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**First Session of the Council
of the
United Nations
Relief and Rehabilitation Administration**

SELECTED DOCUMENTS

**Atlantic City, New Jersey
November 10-December 1, 1943**

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PART III
FINANCE AND SUPPLIES

Resolution No. 14

A Resolution Relating to a Financial Plan for the Administration

(Reception No. 298)

RESOLVED
That the following Financial Plan for the Administration be adopted:

Administrative Budget and Program of Operations

Section 1. Program of Operations

The Director General shall prepare as soon as possible, and submit to the next session of the Council, a program of operations covering proposed activities of the Administration in connection with relief and rehabilitation including the care and transportation of displaced persons. This program may cover the entire period of contemplated operations of the Administration, or any part thereof. The operating program shall serve as a guide to the activities of the Director General, but, except as provided in Article IV, paragraph 2 of the Agreement, shall not limit his action when the situation requires other action. From time to time, the Director General shall submit to the Council revisions of, or supplements to the operating program which experience may show to be desirable.

Section 2. Annual Administrative Budget

The Director General shall prepare annually a budget covering the estimated administrative expense of the Administration for a calendar year. The budget shall be accompanied by an explanation and justification of the amount required. The proposed budget shall be submitted to the Council in accordance with the regulations of the Council with respect to administrative expenditures and receipts.

Section 3. Supplementary Administrative Budgets

The Director General may submit supplementary budgets to the Council covering the necessary administrative expenses not provided for in the annual budget.

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Contributions

Section 4. General Contributions

As to the amount and character of the contribution of each member government, to be determined by its constitutional bodies as provided for in Article V of the Agreement, the Council recommends that each member government whose home territory has not been occupied by the enemy shall make a contribution for participation in the work of the Administration, approximately equivalent to one percent of the national income of the country for the year ending June 30, 1943 as determined by the member government.

The Council recognizes that there are cases in which the recommendation above may conflict with particular demands arising from the continuance of the war or may be excessively burdensome because of peculiar situations, and therefore recognizes that the amount and character of the contribution recommended is subject to such conditions.

Section 5. Character of Contribution

Subject to the provisions of Article V, paragraph 1, of the Agreement the Council recommends that as much as possible, but not less than 10 percent, of the amount contributed by each member government as recommended in section 4 hereof, shall be in such form of currency as can be expended in areas outside of the contributing country; and that the balance thereof shall be in the form of a credit in local currency which shall be available for the purchase of the contributing country's supplies and services.

Section 6. Contributions Toward Administrative Expenses

A member government may treat its share of the administrative expenses, as determined by the Council under Article VI of the Agreement, as included in its contribution made under sections 4 and 5 hereof.

Section 7. Contributions by Other Member Governments

The Council recommends that member governments other than a member government referred to in section 4 hereof, which are able to contribute to the work of the Administration for relief and rehabilitation outside its own territory (in addition to its annual contribution for allocated administrative expenses) should do so.

Section 8. Additional Contributions by Member Governments

The Council recommends that member governments desiring to make contributions in addition to those recommended in section 4 hereof should do so.

Section 9. Contributions by Non-member Governments and Non-governmental Sources

The Council expects that contributions will be received to the work of the Administration from non-member governments or non-governmental sources. Such contributions may be accepted in accordance with rules and regulations established by the Director General in conformity with general policies of the Administration.

Section 10. Action on Contributions

The Council recommends that each member government take at the earliest possible time such constitutional budgetary, administrative, or legislative steps as may be necessary to make its contribution available when needed for the purposes of the Administration.

Section 11. Direct Contributions to Liberated Areas

The Council recommends that member governments giving to or receiving from foreign sources, direct contributions or other direct aid in the nature of relief and rehabilitation in addition to contributions to or from the Administration, shall do so only after prior notification and consultation with the Director General.

Section 12. Immediate Administrative Expenses

In order to meet immediate administrative expenses, the Director General may ask such of the member governments as may be in a position to do so to make immediate advance payments in the amounts necessary, with appropriate credit toward the general amounts recommended in sections 4 and 5 hereof.

Expenditures: Administrative and Operational

Section 13. Rate of Contributions

The Council recommends that, so far as is consistent with efficient operation, contributions of all member governments for the work of the Administration shall be called upon at an approximately equal rate.

Section 14. Administrative Expenses

The Director General may incur obligations and make expenditures for administrative purposes from the general resources of the Administration, in accordance with approved administrative budgets.

Section 15. Use of Currency

The Director General may use so much of the foreign exchange available to the Administration as he may deem necessary for defraying administrative and operational expenses which cannot be met from local currency credits. Such expenditures may be made in any

country, whether or not the government thereof is a member government. The consent of a member government must be secured for the use of any of its local currency to finance expenditures in any other country.

Distribution

Section 16. Governments in a Position to Pay With Suitable Means of Foreign Exchange

It shall be the policy of the Administration not to deplete its available resources for the relief and rehabilitation of any area whose government is in a position to pay with suitable means of foreign exchange.

Section 17. Determination of Whether a Government is in a Position To Pay With Suitable Means of Foreign Exchange

When a member government considers that it is not in a position to pay as in the foregoing section, the Director General, in consultation with the member government involved and on the advice of the appropriate committee or subcommittee of the Council, shall determine whether the government or country is not in a position to pay for relief and rehabilitation supplies and services. In case of disagreement, either the member government or the Director General may refer the matter to the Council.

In making the determination the applicant's foreign exchange assets and its sources of foreign exchange shall be taken into account. Although payment for relief and rehabilitation supplies and services shall be considered to have a strong claim on the foreign exchange assets of the applicant country, due consideration shall be given also to its need of foreign exchange for other purposes.

The Director General, from time to time, shall review such determination in the light of changing circumstances.

Section 18. Policy on Relief Debt Burdens

It shall be the policy of the Administration that an applicant government shall not be required to assume the burden of an enduring foreign exchange debt for the procurement of relief and rehabilitation supplies and services.

Section 19. Supplies and Services for Which Member Governments Are Not in a Position To Pay With Suitable Means of Foreign Exchange

The Council recommends that governments not in a position to pay in suitable means of foreign exchange for necessary relief and rehabilitation supplies or services make available to the Administration in whole or in part the local currency proceeds from the sale of supplies furnished by the Administration. It shall be the policy of

the Administration to use any such local currency for relief and rehabilitation work, including the care and movement of displaced persons, and for such other purposes as may be agreed upon with the government. Programs for the utilization of such local currency shall be formulated by the Director General and the member government involved.

Section 20. Expenses Met With Local Currency

The Council recommends that so far as possible all expenses of the Administration within a liberated area shall be borne by the government of such area, and shall be paid in local currency made available by the government of the area or derived from the proceeds of the sale of supplies.

Section 21. Distribution of Gold or Convertible Currency Forbidden

Under no circumstances shall any distribution of gold or convertible currency resources be made by the Administration to any member or non-member government except for purchases of essential supplies and services.

Custody and Management of Funds

Section 22. Form of Assets

All funds and currency credits of the Administration shall be retained, so far as advisable, in the form in which they are received until needed.

Section 23. Fiscal Agents

The Director General shall in consultation with the appropriate member government, select such fiscal agents for the Administration as he may require.

Section 24. Accounting

The Director General shall prescribe a procedure to secure careful accounting for all funds and other property of the Administration and shall require all officials, employees, and agents of the Administration to comply with such procedure.

Section 25. Audit

All financial transactions of the Administration shall be audited annually by an auditor selected by the Council upon the recommendation of the appropriate committee of the Council.

Resolution No. 15

A Resolution Relating to Insurance

(Reception No. 298)

RESOLVED

That if it appears to the Director General conducive to the efficient and economical discharge of the business of the Administration, the Administration may carry its own risks without insurance except as may be otherwise directed by the Council.

Resolution No. 16

A Resolution Relating to Taxation of Relief and Rehabilitation Supplies

(Reception No. 298)

RESOLVED

1. That the Council recommends that all member governments make appropriate measures according to their constitutional procedures to insure that relief and rehabilitation supplies and services furnished by the Administration are not subjected to taxation in a manner which reduces the resources of the Administration.

2. That so far as may be required for the attainment of the above purpose, the Council recommends to all member governments that, *inter alia*,

- (a) export taxes on supplies to be furnished by the Administration to a member government for relief and rehabilitation be waived, or other equivalent action taken; and such supplies be exempted from any new or additional export taxes. The Council recognizes that such action on existing export taxes may be equivalent to a part of a member government's general contribution under Section 4 of the Financial Plan, but urges that such contribution be made under Section 8 of the said Plan;
- (b) appropriate action be taken where the necessary arrangements do not already exist to provide that supplies of the Administration in transit through a member government's country are not subjected to any burden of taxation;
- (c) relief and rehabilitation supplies furnished by the Administration be not subjected in liberated areas to the burden of any form of taxation in a manner which reduces the resources of the Administration.

3. That the appropriate Committees of the Council concern itself with the relationship of customs duties and other taxes in liberated

areas to relief and rehabilitation work, and that a study of the problem and the preparation of recommendations be undertaken for the future guidance of the Council with regard to relief and rehabilitation work.

Resolution No. 17

A Resolution Relating to Procedures for Ascertaining and Meeting Deficits in Supplies Requiring Importation

(Reception No. 209)

RESOLVED

That the following shall be the policies of the Administration with regard to procedures for ascertaining and meeting deficits in supplies requiring importation:

A. Policies Relating to Procedures for Estimating and Meeting Import Requirements

I. Preparation and Presentation of Over-all Requirements

1. The Committee of the Council for Europe and the Committee of the Council for the Far East will recommend, from time to time, as policies to be adopted by the Council whatever basis or bases, the Committees think appropriate for the whole or parts of their respective areas.

2. The Council will consider these recommendations and, from time to time, determine the policies to be adopted, on the basis of which over-all estimates of relief and rehabilitation requirements shall be made.

3. The Director General, in consultation with the appropriate regional committees, will compute estimates of over-all requirements for their respective areas in conformity with the bases and policies approved by the Council.

4. The Director General will present before the intergovernmental allocating agencies estimates of over-all requirements for relief and rehabilitation of all areas, liberated and to be liberated, in order to permit a global consideration of these requirements and all other requirements.

II. Preparation and Presentation of National Requirements

1. The Director General may present to the intergovernmental allocating agencies the particular requirements of any country for which the assistance of the Administration has been requested.

2. In cases where requirements or programs of intended purchases are presented directly to the intergovernmental allocating agencies by the government of a country liberated or to be liberated, such government, in advance of their presentation, shall keep the Director General fully informed of such requirements or programs. The Di-

rector General may present to these agencies such recommendations or objections in respect of these requirements or programs as he may deem necessary to obtain a fair distribution of relief and rehabilitation supplies to and among the various areas liberated or to be liberated.

3. In determining what requirements he should present to the intergovernmental allocating agencies in respect of countries for which the assistance of the Administration has been requested, and what recommendations or objections he should make in respect of requirements presented by member governments directly to such agencies in order to obtain a fair distribution of relief and rehabilitation supplies, as provided in paragraphs 1 and 2 immediately preceding, the Director General shall pay due regard to the degree of urgency of particular relief and rehabilitation requirements and to the extent of damage suffered by member governments in a part or the whole of their respective areas as a result of hostilities or of occupation by the enemy.

4. It is expected that the Director General will be fully consulted by the intergovernmental allocating agencies when any matter touching the interests of the Administration is under discussion, and where necessary the chairman of the Committee on Supplies will likewise be consulted.

III. Procedures for Obtaining Supplies

1. Subject to Article I, paragraph 2, of the Agreement, the Director General, after consultation when necessary with the appropriate intergovernmental agency, will make use whenever possible of the established national agencies concerned with procurement, handling, storage, and transport of supplies; such use to be subject to the general agreement of the government concerned. By consultation with the government concerned, or otherwise, every effort will be made to prevent any dislocation of the economy of a supplying country resulting from procurement by or on behalf of the Administration.

2. The Director General will consider it one of his first and most important tasks to seek, through the appropriate national and intergovernmental agencies, to arrange for necessary allocations and procurement of supplies and their storage, shipping, and handling, so that there shall be created as promptly as possible balanced reserves which shall be available at the request of the Director General whenever and wherever the need arises.

3. Member governments having administrative authority in a liberated area will keep the Director General and the appropriate regional committee fully informed as to any surplus of supplies from time to time available in such area, to meet, when circumstances

permit, relief and rehabilitation import requirements of other liberated areas.

4. The Director General will consult with the military command or other established control authorities responsible for enemy or ex-enemy territories, with a view to securing information as to any surplus of supplies from time to time available in such enemy or ex-enemy territories, from which relief and rehabilitation import requirements of liberated areas might be met.

B. Recommendations Relating to Period of Military Responsibility for Civilian Relief and Rehabilitation

With regard to the period when a liberated area is under military control, the Council recommends to member governments that:

1. The military authorities be invited to advise the Administration, to the fullest extent consistent with military security, of conditions found in the area affecting civilian relief and rehabilitation requirements and supplies, so that planning and estimating may be as accurate as possible.

2. Representatives of the Administration enter the area at the earliest possible date to assist in preparations for the transition from military to civilian responsibility, after having first secured the permission of the appropriate military command, and, whenever practicable, after consultation with the national government or recognized national authority concerned.

PART IV

ORGANIZATION AND ADMINISTRATION

Resolution No. 18

A Resolution Fixing the Composition of the Committee of the Council for Europe

(Reception No. 322)

WHEREAS

In paragraph 5 of Article III of the Agreement there is established a standing Committee of the Council for Europe and,

WHEREAS

The Agreement further provides that the said Committee "shall consist of all the members of the Council, or their alternates, representing member governments of territories within the European area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the European area as shall be appointed by the Council"; and,

WHEREAS

The terms "Europe" and "European area" are not defined in the Agreement; it is therefore

RESOLVED

1. That for the purposes of the Committee of the Council for Europe, the terms "Europe" and "European area" shall be construed to include the entire continent of Europe, the British Isles, Iceland, and all islands in the Mediterranean.

2. That the Committee of the Council for Europe shall consist of the members of the Council or their alternates representing Belgium, Czechoslovakia, the French Committee of National Liberation, Greece, Iceland, Luxembourg, the Netherlands, Norway, Poland, the Union of Soviet Socialist Republics, the United Kingdom, and Yugoslavia, being countries included within the European area, and in addition the members of the Council or their alternates representing Brazil, Canada, and the United States of America.

3. That the Central Committee is authorized to appoint additional members to the Committee in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council.

Resolution No. 19*A Resolution Fixing the Composition of the Committee of the Council for the Far East*

(Reception No. (282) 322)

WHEREAS

In paragraph 5 of Article III of the UNRRA Agreement there is established a "Committee of the Council for the Far East"; and,

WHEREAS

The Agreement further provides that the said Committee "shall consist of all the members of the Council, or their alternates, representing member governments of territories within the Far Eastern area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the Far Eastern area as shall be appointed by the Council"; and,

WHEREAS

The terms "Far East" and "Far Eastern area" are not defined in the Agreement; it is therefore

RESOLVED

1. That for the purposes of the Committee of the Council for the Far East the terms "Far East" and "Far Eastern area" shall be construed to include eastern continental Asia, the East Indies, Philippine Islands, Australia, New Zealand, and the islands of the eastern Indian and western Pacific Oceans.

2. That the Committee of the Council for the Far East shall consist of the members of the Council or their alternates, representing Australia, China, the French Committee of National Liberation, India, the Netherlands, New Zealand, the Philippine Commonwealth, the United Kingdom, and the United States of America; and

3. That the Central Committee is authorized to appoint additional members to the Committee in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council.

Resolution No. 20*A Resolution Relating to the Functions of the Committees of the Council for Europe and the Far East*

(Reception No. (282) 322)

RESOLVED

That the functions of the Committee of the Council for Europe and the Committee of the Council for the Far East shall be:

1. In the light of conditions prevailing in Europe and the Far East, and with the advice of such technical or special subcommittees as may be created, to recommend from time to time, as policies to be adopted by the Council, whatever basis or bases for over-all requirements the committees think appropriate for the whole or parts of their respective areas; and to advise the Director General with respect to the computation of over-all requirements for their respective areas in conformity with the bases and policies approved by the Council.

2. To advise the Director General with respect to the fair and equitable apportionment of relief and rehabilitation supplies available to areas within the European and Far Eastern regions respectively where the Administration may operate; and to assist him in securing the maximum production and interchange of any surplus supplies which can be made available within each region, by promoting appropriate national or intergovernmental action on the part of member governments.

3. To receive and discuss the periodic reports covering the programs and activities of the Administration in Europe and the Far East, respectively; and to advise the Director General on the organization of measures to assist displaced persons and the coordination of national action in regard to medical and other relief and rehabilitation problems common to each region; and

4. Generally to consider relief and rehabilitation policies in Europe and the Far East, respectively; to formulate recommendations on such policies,² and to discuss such recommendations with the Director General or his representative; and to transmit such recommendations to the Director General for distribution to the Council and the Central Committee.

Resolution No. 21*A Resolution Fixing the Composition of the Committee on Supplies***RESOLVED**

1. That the Committee on Supplies shall consist of members of the Council or their alternates representing Australia, Belgium, Brazil, Canada, China, the French Committee of National Liberation, the Netherlands, New Zealand, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America.

2. That the Central Committee is authorized to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

² So in original.

Resolution No. 22*A Resolution Relating to the Functions of the Committee on Supplies*

(Reception No. 238)

WHEREAS

Article III, paragraph 4, of the Agreement provides that "The Committee on Supplies shall consider, formulate and recommend to the Council and the Central Committee policies designed to assure the provision of required supplies", it is therefore

RESOLVED

That the functions of the Committee on Supplies shall be:

1. To advise the Council, the Central Committee, and the Director General on general policies regarding the provision, financing, and transport of supplies.
2. To discuss with the Director General broad programs for securing the provision of supplies, as such programs affect the supplying countries.
3. To cooperate with the Director General and the established inter-governmental supply and shipping agencies regarding supply policies and, when necessary, make recommendations to supplement the actions of such agencies and to assure the availability of required supplies.
4. To cooperate with the Director General and the established inter-governmental and governmental agencies in efforts to increase production and the availability of supplies.
5. To cooperate with the Director General and the intergovernmental supply and shipping agencies concerned, so that as between contributing countries, their supplies and services shall be drawn upon in an equitable manner; and that any necessary financial adjustments among them may be arranged.
6. To consider whether there are unjustifiable differences in the valuations placed by the contributing countries upon the supplies and services purchased by or made available to the Administration, and make necessary recommendations regarding the adjustment of such valuations. These recommendations would be made after having given due regard to the points of view expressed by the representative of the contributing country concerned.

Resolution No. 23*A Resolution Relating to the Appointment of a Subcommittee of the Committee on Supplies***RESOLVED**

That the Council approve the appointment by the Chairman of the Committee on Supplies, after consultation with the Chairman of the Committee on Financial Control, of a subcommittee of not more than

five members, of whom a majority would be drawn from the Committee on Supplies with the other member or members drawn from the Committee on Financial Control, and that this subcommittee be considered the appropriate subcommittee to advise the Director General relative to determining whether a government is in a position to pay, as provided in section 17 of the Financial Plan.

Resolution No. 24*A Resolution Fixing the Composition of the Committee on Financial Control***RESOLVED**

1. That the Committee on Financial Control shall consist of the members of the Council or their alternates representing China, Greece, Mexico, Norway, the Union of South Africa, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America.
2. That the Central Committee is authorized to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

Resolution No. 25*A Resolution Relating to the Functions of the Committee on Financial Control***RESOLVED**

1. That the functions of the Committee on Financial Control shall be:

- (a) To review the annual budgets and any supplementary budgets of the Director General and to make reports, comments, and recommendations to the Council on these budgets.
- (b) To receive the quarterly reports of the Director General on Administrative expenditures and receipts and to make reports to the Council regarding them.
- (c) To recommend auditors to the Council and to advise the Council regarding the scope and frequency of the reports to be obtained from the auditors. Such auditors' reports shall cover, in particular, the system of accounting employed by the Administration, the funds expended in the purchase and received from the sale of supplies, the liabilities of the Administration and, generally, any matters of substance which the auditors may raise on examination of the Administration's accounts.

- (d) To make recommendations to the Council regarding the share of the administrative expense of the Administration to be provided by each member government.
- (e) To give attention to the effect, if any, which the receipt and expenditure by the Administration of local currency proceeds, referred to in section 19 of the Financial Plan, may have upon inflation in any country in which the Administration may operate, and make recommendations as to procedures in relation to such receipts or expenditures which may aid in counteracting inflationary trends.
- (f) Generally to advise the Council on all financial matters within the competency of the Administration other than those falling within the scope of the Committee on Supplies.
- (g) To advise the Director General upon any of the foregoing matters when he so requests.

2. That the Central Committee is hereby authorized to make any further arrangements necessary in regard to the work of the Committee on Financial Control.

Resolution No. 26

A Resolution Relating to the Creation and Composition of Standing Technical Committees

(Reception No. (282) 322)

WHEREAS

Many of the policy problems of the Council and of its regional committees are highly technical in character; and,

WHEREAS

In paragraph 6 of Article III of the Agreement, the creation of standing technical committees is authorized; it is therefore

RESOLVED

1. That the Council hereby creates standing technical committees on:

Agriculture
Displaced Persons
Health
Industrial Rehabilitation
Welfare

2. That such committees shall consist of such members of the Council as indicate to the Director General their intention to participate in the work of a committee or committees, or of alternates nominated

by such members of the Council as shall elect to do so, such alternates to possess special competence in the problems relating to the work of the committee to which they are nominated.

3. That the Central Committee is hereby authorized to make any further arrangements necessary in regard to the work of these committees and to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

Resolution No. 27

A Resolution Relating to the Functions of the Committee on Agriculture

(Reception No. (282) 322)

RESOLVED

That the functions of the standing technical Committee on Agriculture shall be:

1. To advise the Council, the Central Committee, and the Director General as to the nature of and scope of problems relating to agriculture, fisheries, and food production and the rehabilitation of industries concerned therewith in areas in which the Administration will operate.

2. Periodically to review the programs of the Administration with regard to agriculture, fisheries, food production, and related subjects, and consult with the Director General thereon with respect to any suggested modifications.

3. To formulate proposals on technical policies in regard to agriculture, fisheries, and food production and the rehabilitation of the industries concerned therewith and related subjects, discuss such proposals with the Director General, and transmit such proposals to the Director General for distribution to the Council and the Central Committee; and

4. When requested by and in consultation with the Committees of the Council for Europe or for the Far East or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned with respect to agriculture, fisheries, and food production and the rehabilitation of the industries concerned therewith and related subjects.

Resolution No. 28*A Resolution Relating to the Functions of the Committee on Displaced Persons*

(Reception No. (282) 322)

RESOLVED

That the functions of the standing technical Committee on Displaced Persons shall be:

1. To advise the Council, the Central Committee, and the Director General on the organization of the work of the Administration in assisting in the repatriation and return of persons who have been obliged to leave their homes as a result of the war.

2. Periodically to review the programs of the Administration with respect to displaced persons with a view to calling the attention of the Council to any features in those programs which in their view require modification; and

3. When requested by, and in consultation with, the Committees of the Council for Europe or for the Far East or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to problems of displaced persons.

Resolution No. 29*A Resolution Relating to the Functions of the Committee on Health*

(Reception No. (282) 322)

RESOLVED

That the functions of the standing technical Committee on Health shall be:

1. To advise the Council, the Central Committee, and the Director General as to the nature and scope of problems relating to health, medicine, and nutrition in areas in which the Administration will operate.

2. Periodically to review the programs of the Administration in the health, medical, nutrition, and related fields, and consult with the Director General thereon with respect to any suggested modifications.

3. To formulate proposals on technical policies relating to health, medical, nutrition, and related fields, discuss such proposals with the Director General, and transmit such proposals to the Director General for transmission to the Council and to the Central Committee; and

4. When requested by, and in consultation with, the Committees of the Council for the Far East or for Europe, or such other regional

committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to health and related special problems.

Resolution No. 30*A Resolution Relating to the Functions of the Committee on Industrial Rehabilitation*

(Reception No. (282) 322)

RESOLVED

That the functions of the standing technical Committee on Industrial Rehabilitation shall be:

1. To advise the Council, the Central Committee, and the Director General as to the nature of and scope of problems in fields relating to the rehabilitation of public utilities and services, to the rehabilitation of industries producing urgently needed goods, and to rehabilitation supplies in areas in which the Administration will operate.

2. Periodically to review the programs of the Administration in such fields of industrial rehabilitation, and consult with the Director General thereon with respect to any suggested modifications.

3. To formulate proposals on technical policies relating to the rehabilitation of public utilities and services, to the rehabilitation of industries producing urgently needed goods, and to rehabilitation supplies, to discuss such proposals with the Director General, and transmit such proposals to the Director General for distribution to the Council and to the Central Committee; and

4. When requested by, and in consultation with the Committees of the Council for Europe or for the Far East or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to problems of industrial rehabilitation.

Resolution No. 31*A Resolution Relating to the Functions of the Committee on Welfare*

(Reception No. (282) 322)

RESOLVED

That the functions of the standing technical Committee on Welfare shall be:

1. To advise the Council, the Central Committee, and the Director General as to the nature and scope of welfare problems in areas in which the Administration will be operating; including the direct pro-

vision to victims of war of relief through other than normal economic channels of distribution; emergency measures for the care of children, expectant and nursing mothers, the aged and disabled, and other victims of war; and the measures necessary to secure the effective cooperation in this work of voluntary relief organizations.

2. Periodically to review the programs of the Administration in the above fields and consult with the Director General with respect to any suggested modifications.

3. To formulate proposals on technical policies relating to welfare problems, discuss such proposals with the Director General, and transmit such proposals to the Director General for distribution to the Council and the Central Committee; and

4. When requested by and in consultation with the committees of the Council for Europe or for the Far East or for such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to welfare problems.

Resolution No. 32

A Resolution Relating to Facilities and Immunities for the Administration, Its Council and Committee Members and Its Staff

(Reception No. (282) 322)

WHEREAS

The Council is desirous of insuring to the Administration and its agents the independence necessary for the efficient performance of the duties entrusted to them, and of avoiding the imposition of financial burdens upon the funds contributed by member governments to the Administration; it is therefore

RESOLVED

I. That the Council recommends:

1. That the member governments accord to the Administration the facilities, privileges, immunities, and exemptions which they accord to each other, including

- (a) Immunity from suit and legal process except with the consent of, or so far as is provided for in any contract entered into by or on behalf of, the Administration;
- (b) Inviolability of premises occupied by and of the archives of the Administration;
- (c) Exemptions from taxation, including customs duties;
- (d) Exemptions from or facilities in respect of foreign exchange controls.

2. That member governments take any steps that they may consider necessary to enable the Administration to exercise within their jurisdiction the powers conferred on it by Article I, paragraph 1, of the Agreement.

3. That member governments accord to representatives of member governments on the Council and its committees and to the officials and employees of the Administration when engaged on the business of the Administration, the following privileges and immunities in their respective territories:

- (a) immunity from legal process of any kind in respect of acts performed by them in their official capacity and falling within their functions as such;
- (b) immunity from taxation on official salaries, allowances, or other emoluments as representatives, officials, or employees of the Administration;
- (c) the same immunities from immigration restrictions, alien registration and military service obligations and the same facilities as regards exchange restrictions as are accorded to representatives, officials, and employees of similar rank of other member governments;
- (d) any further privileges and immunities that the Director General may request as necessary to safeguard representatives, officials, or employees in the territories of any member government where they are engaged and particularly those engaged in field operations in the areas in which the Administration may be undertaking relief and rehabilitation.

Provided that each member government shall determine to what extent the above recommendations shall apply to its own nationals, and to non-nationals in permanent residence in its territories.

4. That the member governments make any necessary arrangements with the Director General for the application of the foregoing recommendations.

II. That the Council requests the Director General

1. To initiate immediate negotiations with member governments to bring such arrangements into operation as rapidly as possible.

2. Wherever appropriate, to approach non-member governments with a view to their granting such of the above-mentioned facilities, privileges, immunities, and exemptions as may be desirable to facilitate the work of the Administration.

Resolution No. 33*A Resolution Relating to Immunities and Priorities for Transit Goods*

(Reception No. 299)

RESOLVED

That the Council recommends that each member government expedite to the extent possible supplies and equipment of the Administration in transit, and that it exempt such supplies and equipment of the Administration from adverse legal action or seizure.

Resolution No. 34*A Resolution Relating to Official Correspondence of the Administration*

(Reception No. (282) 322)

WHEREAS

The Council recognizes the need for expedition, economy, and secrecy in the transmission of the official correspondence of the Administration; it is therefore

RESOLVED

I. That the Council recommends:

1. That the member governments accord to the official correspondence of the Administration

- (a) the same treatment as is accorded by them to the official correspondence of other member governments, including:
 - (i) Priorities for telephone and telegraph communications, whether cable or radio, and for mail transmitted by pouch or by courier.
 - (ii) Government rebates for official telegrams.
 - (iii) Diplomatic status for couriers and pouches of the Administration.
 - (iv) Under appropriate safeguards, exemption from censorship of the official correspondence of the Administration.
 - (v) Appropriate arrangements for the use of codes and of cable addresses for the telegraphic correspondence of the Administration.
- (b) Appropriate postal facilities, including such franking privileges or arrangements for the use of specially printed or overprinted stamps as may be possible.

2. That the member governments make any necessary arrangements with the Director General for the application of the foregoing recommendations.

II. That the Council requests the Director General:

1. To initiate immediate negotiations with member governments to bring such arrangements into operation as rapidly as possible.
2. Wherever appropriate, to approach non-member governments with a view to their granting such of the above-mentioned facilities, privileges, immunities, and exemptions as may be desirable to facilitate the work of the Administration.

Resolution No. 35*A Resolution Relating to Communications With Neutral Governments*

(Reception No. 299)

RESOLVED

That the Council recommends that member governments extend to the Director General technical facilities for communicating with governments neutral in the present conflict.

Resolution No. 36*A Resolution Relating to Travel Facilities for the Staff of the Administration*

(Reception No. (282) 322)

WHEREAS

The Council has in mind the importance of securing the expeditious and unhindered travel of officials and employees of the Administration necessary to permit the prompt fulfillment by the Administration of the urgent tasks entrusted to it; it is therefore

RESOLVED

I. That the Council recommends:

1. That the Director General issue to officials and employees of the Administration for use when traveling on official business a document identifying the official or employee and requesting in the name of the Administration that all appropriate facilities be granted to the bearer.
2. That all member governments give full recognition to such documents and instruct their diplomatic, consular, customs, and immigration services and any other services which may be con-

cerned to recognize such documents as entitling the bearer to all appropriate facilities.

3. That in respect to passports and visas the member governments accord to the officials and employees of the Administration the same treatment as is accorded to the officials and employees of comparable rank of their own or other governments.

4. That all member governments take the necessary steps to grant all appropriate and possible priorities for the travel of the officials of the Administration on official business and government rebates for such travel.

5. That the member governments make any necessary arrangements with the Director General for the application of the foregoing recommendations.

II. That the Council requests the Director General:

1. To initiate immediate negotiations with member governments to bring such arrangements into operation as rapidly as possible.

2. Wherever appropriate, to approach non-member governments with a view to their granting such of the above-mentioned facilities, privileges, immunities, and exemptions as may be desirable to facilitate the work of the Administration.

Resolution No. 37

A Resolution Relating to Personnel Policies

(Reception No. 322)

WHEREAS

The Council desires to promote the concept of a truly international civil service; and,

WHEREAS

It recognizes that the success of the Administration will in large part depend upon the vision, competence, integrity, and loyalty of the men and women who will become its administrative officers, and comprise its technical staff; and that the vesting, by the Agreement, of full executive authority and responsibility in the Director General, requires that he act with the greatest possible freedom in the selection of personnel and the establishment of personnel standards; it is therefore

RESOLVED

1. That the staff of the Administration should be of an international character, selected upon the basis of individual competence, character, and integrity, without discrimination on the grounds of

sex, race, nationality, or creed, and recruited upon as wide a geographic basis as is possible, compatible with efficient administration; and that salary standards be established at a sufficiently high level to make it possible for the Administration to secure the employment of persons possessing the highest qualifications within their own particular field of endeavor; and that due consideration should be given to the special problems which will arise because of the varying salary standards that will prevail in the different countries in which the Administration will operate.

2. That the Council recommends:

(a) That all member governments endeavor to make available to the Administration such persons in their own civil service as the Director General may invite to join the staff of the Administration; and to take proper steps to insure that the established rights and status of such persons shall be in no way adversely affected by their temporary employment by the Administration.

(b) That international agencies be urged to adopt the same policy with respect to such of their employees as may be invited to join the staff of the Administration.

Resolution No. 38

A Resolution Relating to the Administrative Budget and the Allocation of Administrative Expenses

(Reception No. 322)

RESOLVED

1. That the annual budget covering the necessary administrative expenses of the Administration for the calendar year 1944 and the unexpired part of the year 1943 submitted by the Director General in the amount of \$10,000,000 is hereby approved.

2. That the total amount of \$10,000,000 approved in the preceding paragraph is allocated to the member governments in the following proportions:

Percentage	Percentage
Australia..... 1.50	Czechoslovakia..... 1.00
Belgium..... 1.00	Dominican Republic..... .05
Bolivia..... .10	Ecuador..... .05
Brazil..... 1.50	Egypt..... .70
Canada..... 3.00	El Salvador..... .05
Chile..... 20	Ethiopia..... .05
China..... 5.00	French Committee of National Liberation..... 4.00
Colombia..... 30	Greece..... .50
Costa Rica..... .05	Guatemala..... .05
Cuba..... 20	

	Percentage		Percentage
Haiti.....	.05	Panama.....	.05
Honduras.....	.05	Paraguay.....	.05
Iceland.....	.05	Peru.....	.25
India.....	4.00	Philippines.....	.05
Iran.....	.10	Poland.....	1.00
Iraq.....	.10	Union of South Africa.....	1.00
Liberia.....	.05	U.S.S.R.....	15.00
Luxembourg.....	.05	United Kingdom.....	15.00
Mexico.....	.70	U.S.A.....	40.00
Netherlands.....	1.50	Uruguay.....	.20
New Zealand.....	.30	Venezuela.....	.10
Nicaragua.....	.05	Yugoslavia.....	.70
Norway.....	.30		100.00

Resolution No. 39*A Resolution Relating to the Salary of the Director General***RESOLVED**

That the salary of the Director General be the salary of the members of the Cabinet of the President of the United States of America.

Resolution No. 40*A Resolution Relating to the Rules of Procedure of the Council and the Rules of Standing Committees of the Council*

(Reception No. (286) 322)

RESOLVED

That the Rules of Procedure of the Council attached hereto, together with Annex I thereto, Rules of Standing Committees of the Council, shall be the rules of procedure of the Council and the rules of Standing Committees of the Council.³

Resolution No. 41*A Resolution Relating to Regulations With Respect to Expenditures and Receipts of the Administration*

(Reception No. (289) 322)

RESOLVED

That the Council adopts the regulations attached hereto which shall be considered as Annex II to the Rules of Procedure of the Council.⁴

³ Rules of Procedure of the Council follow on p. 69; Annex I, on p. 76.
⁴ Annex II appears on p. 80.

RULES OF PROCEDURE OF THE COUNCIL**Article I****Sessions of the Council**

1. In accordance with Article III, section 2, of the Agreement, the Council shall be convened in regular session by the Central Committee not less than twice a year. It may be convened in special session whenever the Central Committee shall deem necessary, and shall be so convened within thirty days after the request therefor by one-third of the members of the Council. Such request shall be communicated to the Director General who shall transmit it forthwith to the Central Committee.

2. The Director General, after consultation with the Central Committee, shall fix the time and place of the first meeting of each session of the Council and shall notify the member governments⁵ not less than sixty days in advance of a regular session and not less than three weeks in advance of a special session.

3. As a general rule, the plenary meetings of the Council shall be public, but the Council may decide that any meeting shall be held in private.

4. All decisions of the Council which may have been taken at a private meeting shall be announced at an early public meeting of the Council.

Article II**Officers of the Council**

1. At the opening of each session of the Council, the Director General shall preside until the Council has elected a Chairman for the session.

2. The Council shall, after consideration of the report of the Committee on Nominations, elect a Chairman and three Vice Chairmen of the Council. The Chairman and Vice Chairmen shall hold office until the close of the session at which they are elected. In the event of the death, resignation, or other inability of the Chairman to complete his term, a new Chairman shall be elected for the unexpired term.

3. In addition to the other powers conferred upon the Chairman by these Rules of Procedure, he shall declare the opening and closing of each meeting of the Council. He shall direct the discussions of the Council, insure observance of these Rules of Procedure, accord the

⁵ Whenever the term "member government" is used in these Rules of Procedure and any Annex thereto, it shall be construed to mean a member of the Administration whether a government or an authority.

right to address the Council, put questions to the Council, and announce the results of all votes.

4. In the absence of the Chairman during a meeting, or any part thereof, one of the Vice Chairmen, taken in rotation according to the alphabetical order of the governments which they represent, shall preside. A Vice Chairman acting as Chairman shall have the same powers and duties as the Chairman.

5. The Chairman, or a Vice Chairman acting as Chairman, shall not vote but may appoint an alternate to act as the representative of his government on the Council.

Article III

The Director General

1. The Director General or his representative may attend and address any meeting of the Council and of its committees and subcommittees and may participate in the discussions, but may not vote.

Article IV

The Secretariat

1. In accordance with Article IV, section 4, of the Agreement, the Director General, or upon his authorization the Deputy Directors General, shall supply such secretariat and other staff and facilities as shall be required by the Council and its committees, including the regional committees and subcommittees.

2. The Director General shall be responsible for the organization and direction of the secretariat of the Council.

3. It shall be the duty of the secretariat to receive, translate, and distribute documents, reports, and resolutions of the Council and its committees; to prepare the records of the proceedings of the Council and its committees; to distribute reports and recommendations of committees of the Council to the Council and the Central Committee; and to perform such other work as the Council shall require.

4. The secretariat shall distribute to member governments proposals and other documents relating to the agenda of any session of the Council as far as possible in advance of the opening of such session.

Article V

The Central Committee

1. Meetings of the Central Committee may be convened by the Director General whenever he deems advisable and shall be convened by him within ten days after the request therefor by any member of the Central Committee.

2. The time and place of the meetings of the Central Committee shall be fixed by the Director General after consultation with the members of the Central Committee.

3. The meetings of the Central Committee shall be held in private unless it shall, by unanimous vote, decide that any meeting shall be public.

4. In accordance with Article III, section 3, of the Agreement, the Central Committee shall invite the participation of the representative of any member government at those of its meetings at which action of special interest to such government is discussed. It shall invite the participation of the representative serving as Chairman of the Committee on Supplies of the Council at those of its meetings at which policies affecting the provision of supplies are discussed.

5. The minutes of each meeting of the Central Committee shall be sent as soon as possible to members of the Central Committee and to the representatives of those member governments participating in such meeting of the Central Committee, who shall, within forty-eight hours, inform the Director General of any corrections which they may desire to have made in the record of their own remarks. As corrected, the minutes shall be filed with the Director General and communicated promptly to each member government of the Administration.

6. At each session of the Council, the Director General shall render a full report on the work of the Central Committee since the preceding session of the Council.

Article VI

Committee Organization of the Council

1. At the opening of each session, the Council shall elect a Committee on Nominations consisting of eleven members of the Council. This Committee shall submit to the Council nominations for the offices of Chairman and Vice Chairmen of the Council, for the four members of the General Committee to be elected by the Council, and for appointments to each standing or other committee of the Council for which new appointments may be required.^a

2. At the opening of each session, the Council shall establish a General Committee consisting of the Chairman and Vice Chairmen of the Council, the members of the Central Committee, and four other members elected by the Council. The General Committee shall, subject to the concurrence of the Council and in consultation with the Director General, determine the order of business of the Council, set the date of adjournment of the session, fix the time and place of each

^a Whenever the term "standing committee" appears in these Rules of Procedure, it shall be construed to include the Committee on Supplies of the Council.

meeting during the session, decide what matters are to be considered at each meeting, pass upon the provisional agenda in accordance with Article VIII of these Rules of Procedure, coordinate the work of all committees of the Council during the session, and otherwise facilitate the orderly dispatch of the business of the Council and its committees. The Chairman of the Council shall convene and preside at the meetings of the General Committee.

3. Subject to the provisions of Article III of the Agreement, the Council shall, after consideration of the report of the Committee on Nominations, designate the member governments to be represented on the Committee on Supplies, the Committee of the Council for Europe, the Committee of the Council for the Far East, and such other standing committees, other than standing technical committees, as the Council may establish.

4. In accordance with Article III of the Agreement, the Council shall, after consideration of the report of the Committee on Nominations, appoint the members of all standing technical committees which the Council may from time to time establish.

5. The rules of procedure applicable to all standing committees of the Council are set forth in Annex I to these Rules of Procedure.

6. The Council may appoint, or in particular cases authorize the appointment of, such temporary or special committees as may be required for advice or investigation, or for report on specific matters. Unless the Council decides otherwise, each temporary or special committee shall elect its own chairman and, if deemed necessary, a vice chairman and a rapporteur. The term of these committees shall end when their respective assignments have been completed or when the Council so decides.

7. Even when nominations are submitted to the Council by any committee pursuant to these Rules of Procedure and any Annex thereto, the members of the Council shall, within the limitations imposed by Article III of the Agreement, retain the right to propose and to vote for persons other than those nominated by such committee.

Article VII

Attendance of Observers

1. The Council and the Central Committee may invite observers, or may invite public international organizations, non-member governments or authorities, relief and welfare agencies or others to send observers, to attend all or any of their meetings or parts thereof, or to participate in such meetings or parts thereof, without vote, under such conditions as the Council or the Central Committee, respectively, shall determine. All such invitations shall be transmitted by the Director General.

Article VIII

Agenda

1. The provisional agenda of each session of the Council shall be prepared by the Director General, and shall include

- (a) all items proposed by the Council at any previous session;
- (b) all items proposed by the Central Committee;
- (c) all items proposed by any member of the Council and transmitted to the Director General at least ten days in advance of the session; and
- (d) any item which the Director General desires to put before the Council.

2. The provisional agenda shall be communicated to member governments as far as possible in advance of and not less than three weeks before the opening day of the session. Items transmitted to the Director General too late for inclusion will be at once communicated to member governments.

3. The provisional agenda so communicated shall be passed upon by the General Committee and submitted to the Council for approval as soon as convenient after the opening of any session.

4. The Council may later revise or add to the agenda.

Article IX

Procedure for the Conduct of Council Business

1. Every proposal which may be introduced into the Council by a member and which involves formal action by the Council on any item of the agenda shall forthwith be referred by the Chairman of the Council to the appropriate committee or committees. No action or vote shall be taken by the Council on any such proposal until a report thereon by such committee or committees has been presented and circulated to the members of the Council, unless the Council shall, by two-thirds vote, determine otherwise. Such reports shall, so far as practicable, be circulated at least twenty-four hours prior to the meeting at which the Council takes action or votes thereon.

2. The chairman or rapporteur of a committee shall be accorded preference for the purpose of explaining or defending the report of the committee.

3. During the discussion of any question, any member may move the previous question or the adjournment. Any such motion shall have priority in the debate.

4. A member may at any time move the closure of the debate. If application is made to speak against the closure, it may be accorded to not more than two speakers. If the Council decides in favor of the closure, the Chairman shall declare the closure of the debate.

Article X**Voting**

1. A majority of the members of the Council shall constitute a quorum for any formal action by the Council, except that for any proposal to amend the Agreement three-fourths of the members shall constitute a quorum.
2. Each member government represented on the Council or on any of its committees or subcommittees shall have only one vote.
3. When any representative is unable to attend one or more meetings of the Council, his place may be taken by an alternate. The name of such alternate shall be communicated to the Chairman of the Council.
4. Except as otherwise provided by the Agreement or by these Rules of Procedure, all decisions of the Council shall require an affirmative majority vote of the members present.
5. Voting shall be by show of hands except as hereinafter provided.
6. In case of doubt as to the result of any vote by show of hands, the Chairman shall cause a record vote to be taken.
7. A record vote shall be taken in all cases where a special majority is required by the Agreement.
8. A record vote shall also be taken on any question if requested in writing by not less than five members of the Council and handed to the Chairman in advance of the vote or immediately after a show of hands.
9. Record votes shall be taken by calling upon members in the alphabetical order of the governments which they represent.
10. The vote of each member participating in any record vote shall be inserted in the verbatim report of the meeting.
11. On decisions relating to individuals, a secret ballot shall be taken whenever requested in writing by at least five members of the Council.

Article XI**Languages of the Council**

1. English shall be the official language of the Council and its committees.
2. Upon the request of any member of the Council that the final recommendations and resolutions of the Council and its committees shall be rendered both in English and in his own language, it shall be so provided.

Article XII**Records of Proceedings**

1. A verbatim report of all plenary meetings held during each session of the Council shall be prepared by the secretariat and filed

with the Director General. Such report shall be made available to any member government upon request. It shall not otherwise be distributed or published unless the Council shall decide to the contrary.

2. The secretariat shall prepare minutes of each session of the Council which shall be printed and circulated to member governments and which may be made public. The minutes of all private meetings shall be printed separately, distributed to member governments, and kept confidential.

3. The texts of all resolutions and formal decisions adopted at each session of the Council shall be transmitted by the Director General to each member government as soon as practicable after the adjournment of the session.

Article XIII**Administrative Expenditures and Receipts**

1. Regulations with respect to the administrative expenditures and receipts of the Administration are set forth in Annex II of these Rules of Procedure.

Article XIV**Suspension and Amendment of Rules of Procedure of the Council**

1. Any of the foregoing Rules of Procedure may be suspended by a two-thirds majority of the members of the Council present at any meeting.
2. Amendments thereto may be adopted by a simple majority of the members present at any meeting subject to the proposal having first been reported upon by a committee of the Council.

Article XV**Transitory Provision**

1. The adoption of the foregoing Rules of Procedure shall constitute a validation of the appointment of all standing committees of the Council made at its first session.

ANNEX I

Rules of Standing Committees of the Council¹

ARTICLE I

Appointment and Tenure

1. Subject to the provisions of Article III of the Agreement, the Council shall, after consideration of the report of the Committee on Nominations, appoint the members of the standing committees of the Council.

2. Such appointments, in the case of the Committee on Supplies, the standing regional committees, and such other standing committees other than standing technical committees, as the Council shall establish, shall be made by designating the member governments whose representatives or alternates shall serve as members of such committees.

3. In the case of standing technical committees, such appointments shall be made by naming members of the Council or alternates nominated by such members because of special competence in their respective fields of work.

4. Except in the case of appointments made by the Central Committee in accordance with section 5 below, the appointment of members of the Committee on Supplies, the standing regional committees, and such other standing committees other than standing technical committees as the Council shall establish, shall continue until changes or replacements therein are made by the Council. The appointment of members to the standing technical committees of the Council shall be made at each regular session of the Council. Until such appointments are made, the membership of such committees shall continue. Members of all standing committees shall be eligible for reappointment.

5. In accordance with Article III of the Agreement, the Central Committee, if previously authorized by the Council, may make emergency appointments to any standing committee between sessions of the Council. Such appointments shall continue until the next regular or special session of the Council.

6. Members of standing committees may be accompanied to the meetings thereof by advisers and assistants, who may participate in the discussions under such conditions as the committee shall prescribe but shall not be entitled to vote.

7. The travel and other expenses of members of the standing committees of the Council, and of their advisers and assistants, shall be borne by the member governments which have nominated them.

¹ Including the Committee on Supplies of the Council.

ARTICLE II

Meetings of Standing Committees of the Council

1. The Director General shall fix the time and place of the first meeting of each standing committee and he or his representative shall preside at the meeting until the committee has elected its chairman.

2. Subsequent meetings of each standing committee shall be convened by the chairman at such time and place as may be decided upon by the committee, provided that meetings of the Committee on Supplies, the Committee on Financial Control, and all technical standing committees of the Council shall, in addition, be held so far as possible at the same time and place as each regular session of the Council. The chairman shall convene meetings of a standing committee whenever requested by at least one-third of its members.

3. The meetings of each standing committee shall be private unless the committee shall decide by a two-thirds vote of the members present that any meeting shall be public. Any standing committee may invite observers, or may invite other public international organizations, non-member governments or authorities, relief and welfare agencies or others to send observers, to attend all or any of its meetings or parts thereof, or to participate in such meetings or parts thereof, without vote, under such conditions as the committee shall determine.

ARTICLE III

Officers of Standing Committees of the Council

1. At its first meeting each standing committee shall elect a chairman, a first vice chairman, a second vice chairman and, if deemed necessary, one or more rapporteurs. The chairman and vice chairmen shall hold office until a new election takes place.

2. A new election of chairman and vice chairmen of any standing committee shall be held if, after a period of not less than a year from their election, the committee shall so decide. In this event, the election shall be held at the next meeting of the committee. The officers of all standing committees shall be eligible for reelection.

3. Upon the death, resignation, or inability to serve of any officer of any standing committee, an election to fill the vacancy thus created shall be held as soon as practicable.

4. Upon the death, resignation, or inability to serve of the chairman of any standing committee, the first vice chairman, or if he is not available the second vice chairman, shall serve as chairman *ad interim* until a new chairman is elected.

5. The chairman, or a vice chairman acting as chairman, shall have the same powers and duties, in respect of committee meetings, as are

provided for the Chairman of the Council in Article II, sections 3 and 5, of its Rules of Procedure.

ARTICLE IV

Agenda

1. The provisional agenda for each meeting of each standing committee of the Council shall be prepared by the Director General or a Deputy Director General in consultation with the chairman of the committee, and shall include:

- (a) all items proposed by the committee at any previous meeting;
- (b) all items proposed by the Council, the Central Committee, or another standing committee of the Council;
- (c) all items proposed by any member of the committee and transmitted to the Director General at least five days in advance of the meeting; and
- (d) any item which the Director General desires to put before the committee.

2. The provisional agenda shall be communicated to the members of the committee as far as possible in advance of the meeting. Items transmitted to the Director General too late for inclusion in the provisional agenda shall be at once communicated to the members of the committee.

3. The committee may revise or add to the agenda.

ARTICLE V

Procedure for the Conduct of Committee Business

1. A majority of the members of each standing committee shall constitute a quorum for any formal action by such committee.

2. Unless otherwise provided by these rules, all decisions of a standing committee shall require an affirmative majority vote of the members present at the meeting.

3. Any standing committee may establish such *ad hoc* subcommittees as it considers necessary for the facilitation of its work. The chairman of the committee shall, with the approval of the committee, appoint the chairman and members of each such subcommittee, which shall report only to the committee which established it. In case of need, the chairman may proceed to appoint such *ad hoc* subcommittees with the authorization of a majority of the members, subject to subsequent formal approval by the committee.

4. Any request from a regional committee to any technical committee for the establishment of a technical subcommittee to advise the regional committee shall be transmitted to the Director General, who

shall forthwith inform the chairman and members of the technical committee concerned. The chairman of the technical committee shall, with the approval of the committee, appoint the chairman and members of each such subcommittee. In case of need, the chairman may proceed to appoint such technical subcommittees with the authorization of a majority of the members, subject to subsequent formal approval by the committee.

5. Any subcommittee so appointed shall report to the regional committee concerned through the appropriate representative of the Director General, who will transmit copies of the report to the Director General for his information. A copy of the report shall be distributed to the technical committee and to any other standing committee concerned.

6. Each standing committee may adopt such other rules governing the conduct of its business and the business of its subcommittees as are not inconsistent with the Agreement, the Permanent Rules of Procedure of the the Council, and any Annex thereto.

ARTICLE VI

Records and Reports of Standing Committees

1. All reports and recommendations of standing committees, whether made on their initiative or at the request of the Council, the Central Committee, the Director General, or any member government, shall be transmitted to the Director General for distribution to the Council and the Central Committee.

2. The secretary of each standing committee shall prepare minutes of each meeting which shall contain a record of the conclusions reached by the committee. When approved by the chairman, the minutes shall be filed with the Director General, who shall distribute a copy thereof to each member government of the Administration.

3. A verbatim report of the meetings of any standing committee shall be kept if the committee so decides. Such report shall be filed with the Director General and made available to any member government of the Administration upon specific request, but shall not otherwise be distributed or published.

ARTICLE VII

Amendment of Annex I

1. The rules contained in this Annex shall apply to all standing committees of the Council but not to the Central Committee.

2. The rules contained in this Annex may be amended by the Council in the same manner as provided for the amendment of the Rules of Procedure of the Council.

ANNEX II

Regulations With Respect to Expenditures and Receipts of the Administration

1. The fiscal year of the Administration shall be the calendar year.
 2. The Director General shall submit to the Council at its regular session next preceding the commencement of the calendar year an annual budget covering the estimated administrative expenses of the Administration for that year. The budget for the calendar year 1944 shall include estimated administrative expenditures for the year 1944 and for the unelapsed part of the year 1943. The budget shall be accompanied by a statement of the estimated receipts, a statement of the actual expenditures through the end of the quarter preceding the submission of the budget, and by an explanation and justification of the amount budgeted.
 3. The Director General may submit to any session of the Council supplementary budgets or a budget amending a previously approved budget.
 4. The proposed budget or a supplementary budget shall be referred for consideration to the appropriate committee of the Council for report, comment, and recommendation for action by the Council.
 5. The approval of the budget or a supplementary budget by the Council shall make available to the Director General from the general resources of the Administration, for obligations and expenditures for administrative purposes during the year to which the budget relates, the amount specified therein but not exceeding such amount.
 6. Pending the consideration which may be required for the final determination of a method of allocation, the amount of administrative expenses of the Administration approved by the Council in the annual budget or in a supplementary budget shall be allocated for the year 1944 to member governments in the proportions shown in the resolution adopted by the Council relating to the Administrative Budget and the allocation of administrative expenses. The consideration of the question whether the proportions shown in the Appendix require revision in order to provide a method of allocation for subsequent years appropriate to the Administration shall be referred to an appropriate committee of the Council upon its establishment. The Council recognizes that the criterion of allocations hitherto adopted by other bodies is not suitable to the Administration.
- The allocation to member governments for the succeeding year shall be adjusted for any differences between the provisional allocations and those finally determined.
- Upon the admission of a government as a member, its share of administrative expense shall be fixed by the Council upon recommendation by the appropriate committee of the Council.

7. Each member government undertakes, subject to the requirements of its constitutional procedure, to contribute to the Administration promptly its share of the administrative expenses so determined. A member government may treat its share of the administrative expense as included in its general contribution for participation in the work of the Administration.
8. The Director General shall prescribe the procedure for setting up and maintaining accounts showing administrative and operating expenditures and the receipts from each government of its contribution, including its share of the administrative expense.
9. The Director General shall make provision for the bonding of employees to insure the Administration against loss by their acts.
10. The Director General shall designate the depositories of any funds held in the name of the Administration.
11. The Director General shall, in consultation with the appropriate member government, select such fiscal agents for the Administration as he may require.
12. The Director General shall submit to the appropriate committee of the Council, quarterly reports of operating and administrative expenditures and receipts, and copies thereof furnished to each member of the Council.
13. Upon nomination by the appropriate committee of the Council the Council shall appoint a person or firm to make annually an independent audit of the accounts and records of the Administration, and a copy of each audit shall be furnished to each member of the Council.

D

Reports of Committees of the Council, First Session

COMMITTEE I

(Reception No. 322)

Report of the Committee on Organization and Administration

Chairman: Paul-Henri Spaak (Belgium)
Vice Chairman: Juan Chávez (Peru)
Reporter: Brooke Claxton (Canada)
Secretary: Huntington Gilchrist
Assistant Secretary: Allen T. Bonnell

The Committee on Organization and Administration, having met and having considered the reports of its four subcommittees, recommends the adoption by the Council of the resolutions appended hereto on the following subjects:

I. Regional Committees of the Council

1. Composition of the Committee of the Council for Europe (Appendix I)
2. Composition of the Committee of the Council for the Far East (Appendix II)
3. Functions of the Committees of the Council for Europe and the Far East (Appendix III)

II. Standing Technical Committees of the Council

1. Creation and Composition of Standing Technical Committees (Appendix IV)

In the resolution appended hereto the Committee points out that as each member government may name a representative on each of the technical committees it is likely that membership on these committees will be large and may not always be confined to technicians. The Committee therefore deems it important to emphasize to the Council the desirability of firmly establishing the principle that the standing technical committees and subcommittees should be relatively small groups of experts, selected solely for their special competence and familiarity with the questions with which they are to deal.

2. Functions of the Committee on Agriculture (Appendix V)
3. Functions of the Committee on Displaced Persons (Appendix VI)
4. Functions of the Committee on Health (Appendix VII)
5. Functions of the Committee on Industrial Rehabilitation (Appendix VIII)
6. Functions of the Committee on Welfare (Appendix IX)

III. Facilities and Immunities for the Administration, Its Council and Committee Members and Its Staff

1. Facilities and Immunities for the Administration, its Council and Committee Members and its Staff (Appendix X)
2. Official Correspondence of the Administration (Appendix XI)
3. Travel Facilities for the Staff of the Administration (Appendix XII)

In section II of each of the last three resolutions, the Council requests the Director General to initiate immediately negotiations with member governments to bring the arrangements mentioned in the resolution into operation as rapidly as possible. The Committee hopes that the member governments will carry on these negotiations on their side speedily and that no member government will withhold these immunities and facilities pending favorable action by other governments. It is important, in the opinion of the Committee, that the member governments act in these matters as quickly as their executive and legislative procedures permit.

IV. Rules of Procedure of the Council and Its Standing Committees

The Committee recommends to the Council that it adopt the resolution which follows, bringing into force the Rules of Procedure of the Council and Annex I thereto, being the Rules of Standing Committees of the Council.

With reference to Article XI of the proposed Rules of Procedure of the Council, the representative of the French Committee of National Liberation stated that he accepted in principle the use of English as the official language of the Council and its committees in view of the exclusively economic and technical character of the problems with which the Council has to deal, it being clearly understood, however, that he did not renounce in any way the right to claim for French its traditional role as the official language in the discussion and formulation of international documents of a diplomatic character. The representatives of Belgium, Luxembourg, and the Netherlands associated themselves with this statement of the representative of the French Committee of National Liberation.

The Committee points out that in accordance with Article XI, section 2, of the Temporary Rules of Procedure of the Council, the attached rules, which are designed to be permanent, will, as soon as adopted by the Council, replace the temporary rules.

A Resolution Relating to the Rules of Procedure of the Council and the Rules of Standing Committees of the Council

RESOLVED

That the Rules of Procedure of the Council attached hereto (Appendix XIII), together with Annex I thereto, Rules of Standing Committees of the Council, shall be the rules of procedure of the Council and the rules of standing committees of the Council.

V. Personnel Policies of the Administration

With regard to personnel policies of the Administration the Committee, after examining the subject, has arrived at the following conclusions and recommendations:

1. The Council's function with respect to the problem of personnel is to formulate a broad general policy which will result in the employment of a staff of highly competent officers and employees who are truly international civil servants. It is recognized that the executive authority and responsibility are vested, under the Agreement, in the Director General. Consequently, it is necessary that he act with the greatest possible liberty in personnel matters so that he may speedily establish an efficient and adequate administrative force, composed of persons who are selected on the basis of their individual competence, integrity, and technical skill.

2. In order to attain a staff of truly international character it is recommended that recruitment should be upon as wide a geographic basis as possible, compatible with effective and efficient administration. It was agreed that it would be a wise policy for the Director General, in recruiting employees, to ascertain in advance if any condition or circumstance existed with respect to a candidate which might minimize the utility of such candidate to the Administration. It was further agreed, however, that the Director General must have the widest possible liberty in determining the relationship between the Administration and member governments in the recruitment of their nationals.

3. The Committee recommends that member governments assist the Director General in securing a properly qualified staff by making available to the Administration such persons in their own civil service as the Director General may invite to join the staff of the Administration. In such cases, proper steps should be taken by the member

¹ See ante, p. 69.

government to safeguard such persons from any loss in established status or rights by reason of their temporary transfer to the service of the Administration. It was felt that the adoption of a similar policy by international agencies would be of great aid to the Director General and promote the development of common policies and a stronger international civil service.

4. It was recognized that the wholly temporary character of the Administration presents a very special personnel problem. Salary standards must be established at a sufficiently high level to make it possible for the Administration to secure the services of persons possessing the highest degree of competence in their respective fields of work. On the other hand, it was felt that the most careful scrutiny must be given by the Director General to the special problem which will arise because of the varying salary standards prevailing in the different parts of the world in which the Administration will operate; and that every precaution must be exercised by him to avoid inequities and eliminate friction because of these varying standards.

5. Recognizing that the scope and complexity of the work which the Administration is undertaking will require the services of persons possessing a wide variety of skills and technical knowledge, your subcommittee feels that it may, in some instances, be essential for the Administration to provide special training for its personnel. It was agreed that the fullest utilization should be made by the Administration of the men and women now serving in the armed forces of the United Nations, and who, at the close of the war, will constitute a vast reservoir of manpower capable of making an extremely valuable contribution to the work of the Administration.

In order to make effective these conclusions, the Committee recommends the adoption by the Council of the following resolution:

A Resolution Relating to Personnel Policies

WHEREAS, the Council desires to promote the concept of a truly international civil service; and,

WHEREAS, it recognizes that the success of the Administration will in large part depend upon the vision, competence, integrity, and loyalty of the men and women who will become its administrative officers, and comprise its technical staff; and that the vesting, by the Agreement, of full executive authority and responsibility in the Director General, requires that he act with the greatest possible freedom in the selection of personnel and the establishment of personnel standards; it is therefore

RESOLVED

1. That the staff of the Administration should be of an international character, selected upon the basis of individual competence, character,

and integrity, without discrimination on the grounds of sex, race, nationality, or creed, and recruited upon as wide a geographic basis as is possible, compatible with efficient administration; and that salary standards be established at a sufficiently high level to make it possible for the Administration to secure the employment of persons possessing the highest qualifications within their own particular field of endeavor; and that due consideration should be given to the special problems which will arise because of the varying salary standards that will prevail in the different countries in which the Administration will operate.

2. That the Council recommends

- (a) That all member governments endeavor to make available to the Administration such persons in their own civil service as the Director General may invite to join the staff of the Administration; and to take proper steps to insure that the established rights and status of such persons shall be in no way adversely affected by their temporary employment by the Administration.
- (b) That international agencies be urged to adopt the same policy with respect to such of their employees as may be invited to join the staff of the Administration.

VI. Regulations With Respect to Expenditures and Receipts of the Administration, Administrative Budget, and Allocation of Administrative Expenses

1. *Regulations With Respect to Expenditures and Receipts of the Administration*

The Committee recommends the adoption of the following resolution concerning the attached regulations with respect to expenditures and receipts of the Administration (Appendix XIV). Regulations in the financial field are also included in the Financial Plan approved by Committee III. It is recommended that the report of that committee be studied and coordinated as far as necessary with the report of this Committee.

A Resolution Relating to Regulations With Respect to Expenditures and Receipts of the Administration

RESOLVED

That the Council adopts the regulations attached hereto which shall be considered as Annex II to the Rules of Procedure of the Council (Appendix XIII):²

² See ante, p. 80.

2. Administrative Budget and Allocation of Administrative Expenses

The Committee, having considered the estimate of administrative expenses for the year 1944 and for the unexpired part of the year 1943, submitted by the Director General as required by Article VI of the Agreement (Appendix XV), recommends the adoption by the Council of the resolution set forth below.

The Committee believes that it is essential for the purposes of Article VI of the Agreement and of the efficient operation of the Administration that a method of allocating administrative expenses among all member governments should be agreed by the present Council. In the time available, however, it did not appear possible to the Committee to suggest a schedule of allocations that could be confidently taken as finally the most appropriate. Consequently, the Committee proposes that the allocation to be made at this session of the Council, as set forth in the following resolution, should be regarded as provisional, in that it should be reviewed by the appropriate committee of the Council before a final determination is made by the Council for future years. In framing this schedule the Committee has sought guidance from existing schedules of allocations used by other international bodies. It has recognized, however, that it would not be appropriate for the Administration to adopt the principle which obtains on many such bodies of limiting the maximum allocation so that no state pays more than a comparatively small percentage of the total. It has further had in mind the desirability of a clear and simple schedule, and it has paid regard to the fact that the main object of the Administration is the provision of relief supplies and services, and that it would be undesirable to adopt a schedule of administrative expenses which would allocate an unduly large proportion of any government's general contribution to administrative expenses. At the same time the Committee has been anxious to meet the expressed desire of the governments of liberated areas to contribute substantially to the administrative expenses. In accordance with the regulations with respect to expenditures and receipts of the Administration, a member government may treat its share of the administrative expenses as included in its general contribution for participation in the work of the Administration.

A Resolution Relating to the Administrative Budget and the Allocation of Administrative Expenses

RESOLVED

1. That the annual budget covering the necessary administrative expenses of the Administration for the calendar year 1944 and the unexpired part of the year 1943 submitted by the Director General in the amount of \$10,000,000 is hereby approved.

2. That the total amount of \$10,000,000 approved in the preceding paragraph is allocated to the member governments in the following proportions:

Percentage		Percentage	
Australia.....	1.50	Iran.....	.10
Belgium.....	1.00	Iraq.....	.10
Bolivia.....	.10	Liberia.....	.05
Brazil.....	1.50	Luxembourg.....	.05
Canada.....	3.00	Mexico.....	.70
Chile.....	.20	Netherlands.....	1.50
China.....	5.00	New Zealand.....	.30
Colombia.....	.30	Nicaragua.....	.05
Costa Rica.....	.05	Norway.....	.30
Cuba.....	.20	Panama.....	.05
Czechoslovakia.....	1.00	Paraguay.....	.05
Dominican Republic.....	.05	Peru.....	.25
Ecuador.....	.05	Philippines.....	.05
Egypt.....	.70	Poland.....	1.00
El Salvador.....	.05	Union of South Africa.....	1.00
Ethiopia.....	.05	U.S.S.R.....	15.00
French Committee of National Liberation.....	4.00	United Kingdom.....	40.00
Greece.....	.60	U.S.A.....	.20
Guatemala.....	.05	Uruguay.....	.10
Haiti.....	.05	Venezuela.....	.70
Honduras.....	.05	Yugoslavia.....	
Iceland.....	.05		
India.....	4.00		100.00

APPENDIX I TO THE REPORT OF COMMITTEE I

A Resolution Fixing the Composition of the Committee of the Council for Europe

WHEREAS, in paragraph 5 of Article III of the Agreement there is established a standing Committee of the Council for Europe and,

WHEREAS, the Agreement further provides that the said Committee "shall consist of all the members of the Council or their alternates, representing member governments of territories within the European area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the European area as shall be appointed by the Council;" and,

WHEREAS, the terms "Europe" and "European area" are not defined in the Agreement; it is therefore

RESOLVED

1. That for the purposes of the Committee of the Council for Europe, the terms "Europe" and "European area" shall be construed to include the entire continent of Europe, the British Isles, Iceland, and all islands in the Mediterranean.

2. That the Committee of the Council for Europe shall consist of the members of the Council or their alternates representing Belgium, Czechoslovakia, the French Committee of National Liberation, Greece, Iceland, Luxembourg, the Netherlands, Norway, Poland, the Union of Soviet Socialist Republics, the United Kingdom, and Yugoslavia, being countries included within the European area, and in addition the members of the Council or their alternates representing Brazil, Canada, and the United States of America.

3. That the Central Committee is authorized to appoint additional members to the Committee in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council.

APPENDIX II TO THE REPORT OF COMMITTEE I

A Resolution Fixing the Composition of the Committee of the Council for the Far East

WHEREAS, in paragraph 5 of Article III of the UNRRA Agreement there is established a "Committee of the Council for the Far East"; and,

WHEREAS, the Agreement further provides that the said Committee "shall" consist of all the members of the Council, or their alternates, representing member governments of territories within the Far Eastern area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the Far Eastern area as shall be appointed by the Council"; and,

WHEREAS, the terms "Far East" and "Far Eastern area" are not defined in the Agreement; it is therefore

RESOLVED

1. That for the purposes of the Committee of the Council for the Far East the terms "Far East" and "Far Eastern area" shall be construed to include eastern continental Asia, the East Indies, Philippine Islands, Australia, New Zealand, and the Islands of the eastern Indian and western Pacific Oceans.

2. That the Committee of the Council for the Far East shall consist of the members of the Council or their alternates, representing Australia, China, the French Committee of National Liberation, India, the Netherlands, New Zealand, the Philippine Commonwealth, the United Kingdom, and the United States of America; and

3. That the Central Committee is authorized to appoint additional members to the Committee in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council.

APPENDIX III TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Functions of the Committees of the Council for Europe and the Far East

RESOLVED

That the functions of the Committee of the Council for Europe and the Committee of the Council for the Far East shall be:

1. In the light of conditions prevailing in Europe and the Far East, and with the advice of such technical or special subcommittees as may be created, to recommend from time to time, as policies to be adopted by the Council, whatever basis or bases for over-all requirements the Committees think appropriate for the whole or parts of their respective areas; and to advise the Director General with respect to the computation of over-all requirements for their respective areas in conformity with the bases and policies approved by the Council.

2. To advise the Director General with respect to the fair and equitable apportionment of relief and rehabilitation supplies available to areas within the European and Far Eastern regions respectively where the Administration may operate; and to assist him in securing the maximum production and interchange of any surplus supplies which can be made available within each region, by promoting appropriate national or intergovernmental action on the part of member governments.

3. To receive and discuss the periodic reports covering the programs and activities of the Administration in Europe and the Far East, respectively; and to advise the Director General on the organization of measures to assist displaced persons and the coordination of national action in regard to medical and other relief and rehabilitation problems common to each region; and

4. Generally to consider relief and rehabilitation policies in Europe and the Far East, respectively; to formulate recommendations on such policies, and to discuss such recommendations with the Director General or his representative; and to transmit such recommendations to the Director General for distribution to the Council and the Central Committee.

APPENDIX IV TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Creation and Composition of Standing Technical Committees

WHEREAS, many of the policy problems of the Council and of its regional committees are highly technical in character; and,

WHEREAS, in paragraph 6 of Article III of the Agreement, the creation of standing technical committees is authorized; it is therefore

RESOLVED

1. That the Council hereby creates standing technical committees on:

Agriculture
Displaced Persons
Health
Industrial Rehabilitation
Welfare

2. That such committees shall consist of such members of the Council as indicate to the Director General their intention to participate in the work of a committee or committees, or of alternates nominated by such members of the Council as shall elect to do so, such alternates to possess special competence in the problems relating to the work of the committee to which they are nominated.

3. That the Central Committee is hereby authorized to make any further arrangements necessary in regard to the work of these committees and to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

APPENDIX V TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Functions of the Committee on Agriculture

RESOLVED

That the functions of the standing technical Committee on Agriculture shall be:

1. To advise the Council, the Central Committee and the Director General as to the nature of and scope of problems relating to agriculture, fisheries and food production and the rehabilitation of industries concerned therewith in areas in which the Administration will operate.

2. Periodically to review the programs of the Administration with regard to agriculture, fisheries, food production, and related subjects, and consult with the Director General thereon with respect to any suggested modifications.

3. To formulate proposals on technical policies in regard to agriculture, fisheries and food production and the rehabilitation of the industries concerned therewith and related subjects, discuss such proposals with the Director General, and transmit such proposals to the Director General for distribution to the Council and the Central Committee; and

4. When requested by and in consultation with the Committees of the Council for Europe or for the Far East or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the

Director General in the region concerned with respect to agriculture, fisheries and food production and the rehabilitation of the industries concerned therewith and related subjects.

APPENDIX VI TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Functions of the Committee on Displaced Persons

RESOLVED

That the functions of the standing technical Committee on Displaced Persons shall be:

1. To advise the Council, the Central Committee, and the Director General on the organization of the work of the Administration in assisting in the repatriation and return of persons who have been obliged to leave their homes as a result of the war.

2. Periodically to review the programs of the Administration with respect to displaced persons with a view to calling the attention of the Council to any features in those programs which in their view require modification; and

3. When requested by, and in consultation with, the Committees of the Council for Europe or for the Far East or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to problems of displaced persons.

APPENDIX VII TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Functions of the Committee on Health

RESOLVED

That the functions of the standing technical Committee on Health shall be:

1. To advise the Council, the Central Committee and the Director General as to the nature and scope of problems relating to health, medicine, and nutrition in areas in which the Administration will operate.

2. Periodically to review the programs of the Administration in the health, medical, nutrition and related fields, and consult with the Director General thereon with respect to any suggested modifications.

3. To formulate proposals on technical policies relating to health, medical, nutrition and related fields, discuss such proposals with the Director General, and transmit such proposals to the Director General for transmission to the Council and to the Central Committee; and

4. When requested by, and in consultation with, the Committees of the Council for the Far East or for Europe, or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to health and related special problems.

APPENDIX VIII TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Functions of the Committee on Industrial Rehabilitation

RESOLVED

That the functions of the standing technical Committee on Industrial Rehabilitation shall be:

1. To advise the Council, the Central Committee and the Director General as to the nature of and scope of problems in fields relating to the rehabilitation of public utilities and services, to the rehabilitation of industries producing urgently needed goods, and to rehabilitation supplies in areas in which the Administration will operate.
2. Periodically to review the programs of the Administration in such fields of industrial rehabilitation, and consult with the Director General thereon with respect to any suggested modifications.
3. To formulate proposals on technical policies relating to the rehabilitation of public utilities and services, to the rehabilitation of industries producing urgently needed goods, and to rehabilitation supplies, to discuss such proposals with the Director General, and transmit such proposals to the Director General for distribution to the Council and to the Central Committee; and
4. When requested by, and in consultation with the Committees of the Council for Europe or for the Far East or such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to problems of industrial rehabilitation.

APPENDIX IX TO THE REPORT OF COMMITTEE I

A Resolution Relating to the Functions of the Committee on Welfare

RESOLVED

That the functions of the standing technical Committee on Welfare shall be:

1. To advise the Council, the Central Committee, and the Director General as to the nature and scope of welfare problems in areas in which the Administration will be operating: including the direct

provision to victims of war of relief through other than normal economic channels of distribution; emergency measures for the care of children, expectant and nursing mothers, the aged and disabled, and other victims of war; and the measures necessary to secure the effective cooperation in this work of voluntary relief organizations.

2. Periodically to review the programs of the Administration in the above fields and consult with the Director General with respect to any suggested modifications.

3. To formulate proposals on technical policies relating to welfare problems, discuss such proposals with the Director General, and transmit such proposals to the Director General for distribution to the Council and the Central Committee; and

4. When requested by and in consultation with the committees of the Council for Europe or for the Far East or for such other regional committees as may hereafter be established, to appoint subcommittees to advise the regional committee and the chief representative of the Director General in the region concerned, with respect to welfare problems.

APPENDIX X TO THE REPORT OF COMMITTEE I

A Resolution Relating to Facilities and Immunities for the Administration, Its Council and Committee Members and Its Staff

WHEREAS, the Council is desirous of ensuring to the Administration and its agents the independence necessary for the efficient performance of the duties entrusted to them, and of avoiding the imposition of financial burdens upon the funds contributed by member governments to the Administration; it is therefore

RESOLVED

I. That the Council recommends

1. That the member governments accord to the Administration the facilities, privileges, immunities, and exemptions which they accord to each other, including

- (a) immunity from suit and legal process except with the consent of, or insofar as is provided for in any contract entered into by or on behalf of, the Administration;
- (b) inviolability of premises occupied by and of the archives of the Administration;
- (c) exemptions from taxation, including customs duties;
- (d) exemptions from or facilities in respect of foreign exchange controls.

2. That member governments take any steps that they may consider necessary to enable the Administration to exercise with-

in their jurisdiction the powers conferred on it by Article I, paragraph 1, of the Agreement.

3. That member governments accord to representatives of member governments on the Council and its committees and to the officials and employees of the Administration when engaged on the business of the Administration, the following privileges and immunities in their respective territories:

- (a) immunity from legal process of any kind in respect of acts performed by them in their official capacity and falling within their functions as such;
- (b) immunity from taxation on official salaries, allowances or other emoluments as representatives, officials, or employees of the Administration;
- (c) the same immunities from immigration restrictions, alien registration and military service obligations and the same facilities as regards exchange restrictions as are accorded to representatives, officials and employees of similar rank of other member governments;
- (d) any further privileges and immunities that the Director General may request as necessary to safeguard representatives, officials or employees in the territories of any member government where they are engaged and particularly those engaged in field operations in the areas in which the Administration may be undertaking relief and rehabilitation.

Provided that each member government shall determine to what extent the above recommendations shall apply to its own nationals, and to non-nationals in permanent residence in its territories.

4. That the member governments make any necessary arrangements with the Director General for the application of the foregoing recommendations.

II. That the Council requests the Director General

1. To initiate immediate negotiations with member governments to bring such arrangements into operation as rapidly as possible.
2. Wherever appropriate, to approach non-member governments with a view to their granting such of the above-mentioned facilities, privileges, immunities and exemptions as may be desirable to facilitate the work of the Administration.

APPENDIX XI TO THE REPORT OF COMMITTEE I

A Resolution Relating to Official Correspondence of the Administration

WHEREAS, the Council recognizes the need for expedition, economy and secrecy in the transmission of the official correspondence of the Administration; it is therefore

RESOLVED

I. That the Council recommends

1. That the member governments accord to the official correspondence of the Administration

(a) the same treatment as is accorded by them to the official correspondence of other member governments, including:

- (i) priorities for telephone and telegraph communications, whether cable or radio, and for mail transmitted by pouch or by courier;
- (ii) government rebates for official telegrams;
- (iii) diplomatic status for couriers and pouches of the Administration;
- (iv) under appropriate safeguards, exemption from censorship of the official correspondence of the Administration;
- (v) appropriate arrangements for the use of codes and of cable addresses for the telegraphic correspondence of the Administration.

(b) appropriate postal facilities, including such franking privileges or arrangements for the use of specially printed or overprinted stamps as may be possible.

2. That the member governments make any necessary arrangements with the Director General for the application of the foregoing recommendations.

II. That the Council requests the Director General

1. To initiate immediate negotiations with member governments to bring such arrangements into operation as rapidly as possible.

2. Wherever appropriate, to approach non-member governments with a view to their granting such of the above-mentioned facilities, privileges, immunities and exemptions as may be desirable to facilitate the work of the Administration.

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APPENDIX XII TO THE REPORT OF COMMITTEE I

A Resolution Relating to Travel Facilities for the Staff of the Administration

WHEREAS, the Council has in mind the importance of securing the expeditious and unhindered travel of officials and employees of the Administration necessary to permit the prompt fulfillment by the Administration of the urgent tasks entrusted to it; it is therefore

RESOLVED

I. That the Council recommends:

1. That the Director General issue to officials and employees of the Administration for use when traveling on official business a document identifying the official or employee and requesting in the name of the Administration that all appropriate facilities be granted to the bearer.
2. That all member governments give full recognition to such documents and instruct their diplomatic, consular, customs and immigration services and any other services which may be concerned to recognize such documents as entitling the bearer to all appropriate facilities.
3. That in respect of passports and visas the member governments accord to the officials and employees of the Administration the same treatment as is accorded to the officials and employees of comparable rank of their own or other governments.
4. That all member governments take the necessary steps to grant all appropriate and possible priorities for the travel of the officials of the Administration on official business and government rebates for such travel.
5. That the member governments make any necessary arrangements with the Director General for the application of the foregoing recommendations.

II. That the Council requests the Director General

1. To initiate immediate negotiations with member governments to bring such arrangements into operation as rapidly as possible.
2. Wherever appropriate, to approach non-member governments with a view to their granting such of the above-mentioned facilities, privileges, immunities and exemptions as may be desirable to facilitate the work of the Administration.

APPENDIX XIII TO THE REPORT OF COMMITTEE I

Rules of Procedure of the Council

[For Rules of Procedure of the Council, and Annex I, Rules of Standing Committees of the Council, see *ante*, pp. 69 to 79.]

APPENDIX XIV TO THE REPORT OF COMMITTEE I

Regulations With Respect to Expenditures and Receipts of the Administration

1. The fiscal year of the Administration shall be the calendar year.
2. The Director General shall submit to the Council at its regular session next preceding the commencement of the calendar year an annual budget covering the estimated administrative expenses of the Administration for that year. The budget for the calendar year 1944 shall include estimated administrative expenditures for the year 1944 and for the unelapsed part of the year 1943. The budget shall be accompanied by a statement of the estimated receipts, a statement of the actual expenditures through the end of the quarter preceding the submission of the budget, and by an explanation and justification of the amount budgeted.
3. The Director General may submit to any session of the Council supplementary budgets or a budget amending a previously approved budget.
4. The proposed budget or a supplementary budget shall be referred for consideration to the appropriate committee of the Council for report, comment, and recommendation for action by the Council.
5. The approval of the budget or a supplementary budget by the Council shall make available to the Director General from the general resources of the Administration, for obligations and expenditures for administrative purposes during the year to which the budget relates, the amount specified therein but not exceeding such amount.
6. Pending the consideration which may be required for the final determination of a method of allocation, the amount of administrative expenses of the Administration approved by the Council in the annual budget or in a supplementary budget shall be allocated for the year 1944 to member governments in the proportions shown in the resolution adopted by the Council relating to the Administrative Budget and the allocation of administrative expenses. The consideration of the question whether the proportions shown in the Appendix require revision in order to provide a method of allocation for subsequent years appropriate to the Administration shall be referred to an appropriate committee of the Council upon its establishment. The Council recognizes that the criterion of allocations hitherto adopted by other bodies is not suitable to the Administration.

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The allocation to member governments for the succeeding year shall be adjusted for any differences between the provisional allocations and those finally determined.

Upon the admission of a government as a member, its share of administrative expense shall be fixed by the Council upon recommendation by the appropriate committee of the Council.

7. Each member government undertakes, subject to the requirements of its constitutional procedure, to contribute to the Administration promptly its share of the administrative expenses so determined. A member government may treat its share of the administrative expense as included in its general contribution for participation in the work of the Administration.

8. The Director General shall prescribe the procedure for setting up and maintaining accounts showing administrative and operating expenditures and the receipts from each government of its contribution, including its share of the administrative expense.

9. The Director General shall make provision for the bonding of employees to insure the Administration against loss by their acts.

10. The Director General shall designate the depositories of any funds held in the name of the Administration.

11. The Director General shall, in consultation with the appropriate member government, select such fiscal agents for the Administration as he may require.

12. The Director General shall submit to the appropriate committee of the Council, quarterly reports of operating and administrative expenditures and receipts, and copies thereof furnished to each member of the Council.

13. Upon nomination by the appropriate committee of the Council the Council shall appoint a person or firm to make annually an independent audit of the accounts and records of the Administration, and a copy of each audit shall be furnished to each member of the Council.

APPENDIX XV TO THE REPORT OF COMMITTEE I

Message of the Director General Submitting the Administrative Budget for the Fiscal Year 1944 and the Unlapsed Part of the Year 1943

(Estimate by the Director General of Administrative Expenditures and Receipts, and an Explanation and Justification of the Estimates)

To: The Council:

The *Ad Hoc* Subcommittee on the Administrative Budget:

As required by Article VI of the United Nations Relief and Rehabilitation Administration Agreement and the appropriate regula-

tions, I am submitting to the Council my estimates of the administrative expenses and receipts for the year 1944 and the unlapsed part of the year 1943. By Council action, the *Ad Hoc* Subcommittee on the Administrative Budget is the appropriate body of the Council to receive and consider these estimates. The Expenditures and Receipts are each estimated, for the period ending December 31st, 1944, at \$10,000,000.

The estimate of \$10,000,000 required for administrative expenditures is subdivided as follows:

For Salaries and Other Personal Services:

For headquarters, regional offices, committee staffs, and other activities except field missions	\$4,800,000
For field missions	4,000,000
Total Salaries and Personal Service	\$8,800,000

For Expenditures Other Than Salaries and Personal Service, Including:

Living quarters, post and representation allowances, travel, communication, administrative supplies and equipment, other contractual services, and general expense	\$3,000,000
Total Personal and Other Than Personal Service	\$11,800,000
Less Anticipated Accruals From Non-expenditure—50% of Above	3,540,000
Total Planned Expenditures	\$8,260,000
Undistributed Appropriation to Meet Contingencies	\$1,740,000
Total Estimated Expenditures	10,000,000

Estimated Receipts From Contributions From Member Governments . \$10,000,000

The Council will not have supposed that I should be able at this time to present a budget based upon a definite pattern of organization, nor would it have desired me to do so. Even in respect to the administrative organization (as distinguished from field missions), it is evident that the pattern of organization must wait upon the completion of the work of this first session of the Council, and then upon the analysis of the activities to be undertaken by the Director General, the regional offices and various committees, and upon discussion of the most efficient organization with representative members of the Council and others. While I expect to begin assembly of a staff immediately, I shall not determine the final form of the administrative organization until I shall have had time fully to analyze all the actions of the first session of the Council.

From an examination of the tasks which must be undertaken by that part of the administrative organization which is responsible for executive activities, for programming, for arrangements for procurement and for accounting, audit, services as secretariat to the Council, and for all the other non-field services which are required for an or-

ganization of this kind, it is evident that within the next few months a substantial number of employees will be required. Some of these employees will be in Washington, some in a European office, some in a Far Eastern office and some in other places, such as for example, Cairo. I cannot yet determine the relative needs of such offices. Because of the size of the task which lies ahead of the Administration, the urgency of its mission, and the fact that in substantial measure its work will be that of coordination, it must secure the most competent employees possible, and it will be necessary to pay them adequate salaries related to this high degree of competence. I estimate that the cost of compensation for these employees on an annual basis will amount to approximately \$4,800,000.

For the field missions to be established during the year 1944 it will likewise be necessary to attract persons of outstanding ability and pay them commensurately. It is obvious that no definite forecast of the number of missions, or their size, or the time when they will commence to operate is possible at the present time. I have assumed that the missions would vary greatly in size, ranging from perhaps not more than ten persons in areas where an existing government is prepared to assume all administration of relief and rehabilitation, to as many as 250 persons in areas where the government desires more assistance in the organization of relief and rehabilitation activities during a period of disorganization following reoccupation of the territory. I am aware of the desire of some governments for technical personnel in considerably larger numbers than those mentioned, and I shall do my utmost to be of the greatest possible assistance in that connection. But I believe that where such technical personnel is furnished to the government of a liberated area to engage directly in relief and rehabilitation activities as distinguished from administrative supervision—the charge for salaries is properly an operating expenditure, and not to be charged to the administrative budget. The figures given, therefore, are not to be read as an indication that such technical personnel will not be made available. That question remains for future decision in the light of circumstances as they develop, and the requests and needs of the different governments.

For the field mission employees, I believe that an estimate of \$4,000,000 for salaries and personal service is a reasonable figure. Although I can make no final commitment, I would expect that UNRRA employment, apart from field missions, is unlikely to increase after 1944. On the other hand, at the peak of operation the staffs of the field missions may well be much larger than the number needed in 1944. Exactly how much larger no one can tell.

In addition to salaries for personnel, there must necessarily be very substantial items of expenditure. Those persons who are assigned

to work far from their homes and away from their families must in many cases be given an added allowance to compensate them for the extra cost of maintaining their regular homes and maintaining themselves in a foreign post, sometimes under expensive conditions. This is a recognized practice of government. The cost of travel will undoubtedly be heavy because of the vast distances over which the Administration must operate. The cost of communications will likewise be heavy because of the need for constant interchange of cabled information. The estimate of expenditures for supplies and equipment, for other contractual services and for general expense is based upon normal government experience. For these items I have estimated a total expenditure of \$3,000,000 until the end of 1944. In fixing this sum I have taken a very conservative figure, in light of the expenditures of United States public agencies engaged in similar activities, but I believe that a determined effort at economy will make it possible to keep within the figure.

The total personal and other than personal service estimate is \$11,800,000. This figure is on an annual basis, assuming full service of all personnel for a full year. It is obvious that the total personnel will not be employed for the full year. Even as to the selection of the administrative personnel, it will take time to find the right people for the right places, and a certain amount of the annual salary will remain unspent because some individuals will not go on the payroll until well after January first. In respect to the field missions, there will be a larger difference between full annual salaries and actual expenditures because many of the missions will not commence to operate until well into the year 1944.

Similarly, because the Administration will not be engaged in its full scope of activity in its early months of existence, expenses for other than personal services will be less than would be required for full operation for the entire year. I estimate that on an overall basis, 30 per cent of the estimated full annual amount will remain unspent, and I have, therefore, deducted from the estimate the amount of \$3,540,000, leaving a net of \$8,260,000 as the estimate of the total planned expenditures.

But it will also be evident to the members of the Council that in an operation of this character, there must be provision to meet very substantial expenditures for activities the exact nature, location and time of which we cannot now foresee, but which are bound to develop. Indeed, throughout the life of the Administration I anticipate that we shall meet constantly the unexpected, and we must always make adequate provision for it. Obviously, it is impossible to make any accurate estimate of the amount which should be reserved for those unplanned activities but, in order to have a sufficient provision, I have

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requested this provision in the amount of \$1,740,000 to be available to the Director General to meet contingencies as they arise. If the amount is not needed, it will not be spent. If it is needed, the need will be urgent and the money must be available.

Accordingly, the total amount of the budget, approval of which is requested by the Council for the year 1944 and for the unelapsed part of the year 1943, is \$10,000,000.

Estimate of Receipts

Under Article VI of the Agreement provision is made that—

Upon approval of a budget by the Council the total amount approved shall be allocated to the member governments in proportions to be determined by the Council. Each member government undertakes, subject to the requirements of its constitutional procedure, to contribute to the Administration promptly its share of the administrative expenses so determined.

The subcommittee on the administrative budget has proposed an allocation of administrative expenses among the 44 member nations of the Administration. The financial plan approved by the Subcommittee on Finance provides that the share of administrative expenses allocated to each member government may be included by the government in its general contributions for participation in the work of the Administration. Under the allocations approved by the Subcommittee on the Administrative Budget, the smallest contribution from any member government will be \$5,000, and the largest contribution will be \$4,000,000, if the Council shall approve my request for a \$10,000,000 budget.

I have based my estimates of receipts to meet administrative expenses upon the assumption that every member government will contribute to UNRRA at least the amount of its allocation for administrative expenses.

Form of Appropriation

In view of the lack of experience with administrative expenditures for UNRRA, it would be desirable to have the greatest possible flexibility in the use of the appropriation voted by the Council. Indeed I am not certain that the experience during any year of the life of UNRRA will ever be a very good guide as to what may be expected in the next. The most effective use of the administrative appropriation will be possible if it is voted as a lump sum, subject to allocation at the discretion of the Director General in the light of circumstances as they develop. In other words, while I have indicated the amount which I presently believe will be required for salaries for administrative personnel, for field personnel, for other than personal service, and for contingencies, developments may show that more is needed for

one purpose and less for another, and it would be helpful if an appropriation of the Council might be for a single sum of \$10,000,000.

Control of Administrative Expenditures

The regulations approved by the Subcommittee on the Administrative Budget provide for the establishment and maintenance of accounts under the direction of the Director General. As soon as the Council shall approve a budget, the Director General will establish the necessary accounting system and will also promulgate appropriate regulations designating the officials and determining the procedures under which expenditures of administrative funds may be authorized or made.

I am deeply conscious of the fact as head of the United Nations Relief and Rehabilitation Administration, charged with the relief of human misery and suffering throughout the world, I must make every effort to assure the wise and economical use of the Administration's resources. I give to the Council my assurance that no expenditure will be made from the sum which it may approve for administrative expenses except where such expenditure is necessary, and where it contributes to the ultimate purpose of the Administration—the relief and rehabilitation of the victims of war who have suffered so tragically from enemy plunder and exploitation.

Respectfully submitted,

HERBERT H. LEHMAN
Director General

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COMMITTEE II

(Reception No. 209)

Report of the Committee on General Policy

Chairman: Vasili Alexseevich Sergeev (U. S. S. R.)
 Vice Chairman: Blatta Ephrem Tewelde Medhen (Ethiopia)
 Secretary: Eugene Staley
 Assistant Secretary: James G. Johnson

The Committee on General Policy, having been established by the Council at its first session and having met and considered the reports submitted by its subcommittees, submits the following report to the Council.

A. The Scope of the Activities of the Administration

With reference to the broad policies relating to the scope of the activities of the Administration, the Committee recommends that the Council adopt the following resolution:

A Resolution Relating to the Scope of the Activities of the Administration

RESOLVED

That the following shall be the broad policies of the Administration with respect to the scope of its activities:

I. AREAS IN WHICH THE ADMINISTRATION WILL OPERATE

The exact geographical areas in which the Administration will operate and the kind of operations it will undertake in each case must be determined by the Director General (in the light of policies laid down from time to time by the Council) only after consultation with, and with the consent of, the government or authority (military or civil) which exercises administrative authority in the area. The Administration's activities in seeking to achieve the objectives referred to in the preamble of the Agreement setting it up will be governed as follows:

1. In the case of a liberated area in which a government or recognized national authority does not yet exercise administrative authority, the Administration will operate from such a time and for such purposes as may be agreed upon between the military command and the Administration, and subject to such control as the military command may find necessary. The Administration shall, so far as circumstances permit, seek the advice of the government or recognized national authority concerned.

2. In the case of a liberated area in which a government or recognized national authority exercises administrative authority, the Administration will operate only after consultation with, and with the consent of, the government or recognized national authority concerned regarding the form of activities to be undertaken by the Administration within the whole or part of such area.

3. If it appears necessary for the Administration to operate in an enemy or ex-enemy area in carrying out the purposes of the Agreement, it will do so only from such a time and for such purposes as may be agreed upon between the military command, the established control authority or duly recognized administration of the area on the one hand and the Administration on the other, and subject to such control as the military command or the established control authority may find necessary; provided that the Council approve the scale and nature of the operations it is proposed to undertake and the standard of provision, and that all expenses connected with such possible operations in an enemy or ex-enemy area should be carried by the enemy or ex-enemy country concerned. The Director General will consult with the military command or established control authorities having control of enemy or ex-enemy areas with a view to securing information as to any surpluses of supplies from time to time available in such enemy or ex-enemy areas from which relief and rehabilitation import requirements of liberated areas might be met.

Nothing in the above should be taken as preventing the Administration from carrying on activities in other areas in order to perform the tasks laid upon it in the Agreement, provided that the government or authority (military or civil) exercising administrative authority in the area concerned agrees.

II. THE RANGE OF SERVICES WHICH THE ADMINISTRATION WILL PROVIDE

The supplies and services of which the Administration will seek to insure the provision fall under four heads:

1. *Relief supplies*: essential consumer goods to meet immediate needs, such as food, fuel, clothing, shelter, medical supplies.
2. *Relief services*: such as health and welfare; assistance in caring for, and maintaining records of, persons found in any areas under the control of any of the United Nations who by reason of war have been displaced from their homes and, in agreement with the appropriate governments, military authorities or other agencies, in securing their repatri-

ation or return; and such technical services as may be necessary for these purposes.

3. *Rehabilitation supplies and services*: materials (such as seeds, fertilizers, raw materials, fishing equipment, machinery and spare parts) needed to enable a recipient country to produce and transport relief supplies for its own and other liberated areas, and such technical services as may be necessary for these purposes.
4. *Rehabilitation of public utilities and services*: so far as they can be repaired or restored to meet immediate needs: such as light, water, sanitation, power, transport, temporary storage, communications, and assistance in procuring material equipment for the rehabilitation of educational institutions.

III. RELATION OF THE ADMINISTRATION WITH EXISTING INTERGOVERNMENTAL AUTHORITIES AND AGENCIES ESTABLISHED TO DEAL WITH SUPPLIES, SHIPPING, AND RELATED QUESTIONS

1. The activities of the Administration in bringing assistance to the victims of war will be so conducted that they do not impede the effective prosecution of the war. The prosecution of the war demands that scarce supplies and shipping tonnage shall be carefully controlled and allocated in order to assure not only that the supplies and shipping requirements of the armed forces are fully met, but also that a fair distribution of supplies is made between the civil populations of the various areas having due regard to their actual or potential contribution to the war effort. It will therefore be essential, both for the conduct of the war and in order to promote a fair distribution of supplies between the inhabitants of areas with which the Administration is concerned and those of other areas, that demands upon supplies and shipping presented by the Administration should be coordinated with other demands through the use of the existing intergovernmental agencies concerned with the allocation of supplies and shipping.

2. It will be an essential part of the functions of the Administration to secure a fair distribution of goods which are in short supply and of shipping services to and among the various areas liberated or to be liberated. For this purpose the Administration must have full knowledge of all the relief and rehabilitation import requirements of such areas, whatever arrangements may be contemplated for procurement or finance. Therefore, member governments shall keep the Administration fully informed of their requirements and programs of intended purchases. The Director General may present to the intergovernmental allocating agencies such recommendations or objections as he may deem necessary to obtain a fair distribution to and among both liberated and to be liberated areas. The Director General will

present before the intergovernmental allocating agencies the over-all requirements for relief and rehabilitation of all areas liberated and to be liberated in order to permit a global consideration of these needs with all other needs. He may also present the particular requirements of any country for which the assistance of the Administration has been requested. It is anticipated that the Director General and, where necessary, the Chairman of the Committee on Supplies, will be fully consulted by the intergovernmental allocating agencies when any matter touching the interests of the Administration is under discussion.

3. In order that the supplies allocated by the appropriate intergovernmental agency against requirements presented and supported by the Administration may be procured expeditiously and without duplication of effort, the Director General, after consultation, where necessary, with the appropriate intergovernmental agency, will make use wherever possible of the established national agencies concerned with the procurement, handling, storage and transport of supplies. The member governments to which such national agencies are responsible would agree on their part to put the services of such agencies at the disposal of the Administration. Such additional responsibilities would form part of those already undertaken in prosecuting the war effort of the United Nations.

IV. RELATIONSHIP OF THE ADMINISTRATION WITH THE MILITARY COMMAND

1. Before an area is liberated, the Administration will, when requested by the military authorities,
 - (a) consult with them in the planning of supplies for the relief and rehabilitation of the area during the period of military control;
 - (b) arrange for the advance procurement of such supplies as may be agreed on to supplement supplies to be provided by the military authorities.
2. During the period when a liberated area is under military control, the Administration, insofar as the Director General deems practicable, will, when requested by the military authorities,
 - (a) arrange for the procurement of supplies to supplement supplies being provided by the military authorities;
 - (b) furnish expert personnel and services, and advise on the conservation and utilization for relief purposes of stocks and productive resources;
 - (c) assist in the carrying out of policies with regard to the repatriation or return of displaced persons as formulated in paragraph II, 2, above;
 - (d) undertake other relief and rehabilitation activities;
 - (e) assume responsibility in whole or in part for such activities.

In undertaking any of these functions the Administration shall, so far as circumstances permit, seek the advice of the government or recognized national authority concerned.

3. It is recommended to the member governments that the Administration be kept informed so far as is practicable of the operations of the civil affairs branches of the military command and control authorities, in order that the Director General may make the necessary preparations for the provision of staff and facilities so that a smooth transition from the period of military control may be insured and the flow of supplies maintained.

4. It is recommended to member governments that the transition in each area from military to civilian relief and rehabilitation operations be consummated at the earliest date that military considerations permit.

B. Relations With Governments

The Committee considered a number of problems concerning the relations between the Administration and governments, and reached the following conclusions:

1. COMMUNICATIONS WITH MEMBER GOVERNMENTS

The Committee recognizes that prompt and efficient communication between the Administration and member governments is essential to the effective discharge by the Director General of the responsibilities and duties placed upon him by the Agreement and by the Council. It is, therefore, desirable that the Director General be given latitude with regard to the channels and methods to be used by him in communicating with member governments. While, in matters involving important policy or the rights or obligations of governments arising out of the Agreement, communication should be through the foreign offices of the member governments, there will be occasions when direct contact with technical or administrative governmental or intergovernmental agencies will lead to the greatest efficiency of operation. Also, in certain cases, communication with or through representatives on regional or other standing committees of the Council will provide the most effective channel, particularly in the case of matters of a peculiarly regional or technical character.

It is recommended that the definition of channels and methods of communication with member governments be left to the Director General to work out in collaboration with each such government.

2. IMMUNITIES AND PRIORITIES FOR TRANSIT GOODS

The Committee recommends that the Council adopt the following resolution:

A Resolution Relating to Immunities and Priorities for Transit Goods

RESOLVED

That the Council recommends that each member government expedite to the extent possible supplies and equipment of the Administration in transit, and that it exempt such supplies and equipment of the Administration from adverse legal action or seizure.

3. COLLABORATION WITH REGARD TO ECONOMIC MEASURES

The Committee recommends that the Council adopt the following resolution:

A Resolution Relating to Collaboration With Regard to Economic Measures

RESOLVED

That the Council recommends that member governments consult with the Director General with a view to avoiding, so far as possible, the subjection of the funds, supplies, equipment and services of the Administration to economic measures which might diminish the effectiveness of such activities or impose financial burdens on the Administration.

4. ASSISTANCE FROM MEMBER GOVERNMENTS

The Committee recommends that the Council adopt the following resolution:

A Resolution Relating to Assistance From Member Governments

RESOLVED

That the Council recommends that member governments take such steps as may be necessary and feasible to facilitate any operations of the Administration within areas under their control, assisting the Administration in obtaining such services, facilities and personnel as may be required to carry on such operations, and arranging to the extent possible that the Administration's expenditures for services, facilities, supplies, equipment, and personnel be minimized so that its resources may be devoted directly to relief and rehabilitation.

5. NON-DISCRIMINATION

The Committee recommends that the Council adopt the following resolution:

A Resolution Relating to Non-discrimination

RESOLVED

1. That, in any area where relief and rehabilitation operations are being conducted through the employment, in whole or in part, of the

Administration's resources, relief and rehabilitation in all its aspects shall be distributed or dispensed fairly on the basis of the relative needs of the population in the area, and without discrimination because of race, creed or political belief.

2. That, in determining the relative needs of the population, there may be taken into account the diverse needs caused by discriminatory treatment by the enemy during its occupation of the area.

6. ADMINISTRATION PUBLICITY

The Committee recommends that the Council adopt the following resolution:

A Resolution Relating to Administration Publicity

RESOLVED

That the Council recommends that member governments, consistently with such measures as they consider necessary to regulate the dissemination of information while hostilities or other military necessities exist, afford the Administration opportunity to make public information with regard to its operations, and that they permit the use of special labels or other designations on supplies and equipment belonging to or furnished by the Administration.

7. CHANNELS OF COMMUNICATION WITH NON-MEMBER GOVERNMENTS (NEUTRALS)

The Committee, mindful of the absence of any direct reference in the Agreement to relations between the Administration and non-member governments (neutrals) has given consideration to the question whether or not it might be desirable that the Council formulate a policy with regard to procedures for communication with non-member governments (neutrals).

The Committee is of the opinion that it would be desirable that the Director General have latitude with regard to the methods and channels of communication with non-member governments (neutrals). It is recommended that member governments extend to the Director General technical facilities for communicating with neutral governments, and the Committee accordingly recommends that the Council adopt the following resolution:

A Resolution Relating to Communications With Neutral Governments

RESOLVED

That the Council recommends that member governments extend to the Director General technical facilities for communicating with governments neutral in the present conflict.

8. PROCEDURES FOR ADMISSION

It is recommended that no general principle be laid down at this time for the admission of non-member governments and that appli-

cations for admission to the Council should be considered by the Council as individual applications are received.

C. Relations With Other Intergovernmental Agencies

With reference to relations between the Administration and intergovernmental agencies other than intergovernmental authorities and agencies established to deal with supplies, shipping and related questions, the Committee recommends that the Council adopt the resolution set forth below. It is the view of the Committee that, if this resolution be adopted, the organizations named in paragraph 2 thereof will be invited by the Director General to send observers to future sessions of the Council without the necessity of further action being taken thereon by the Council.

A Resolution Relating to the Relations of the Administration With Intergovernmental Agencies Other Than Those Established to Deal With Supplies, Shipping, and Related Questions

RESOLVED

1. That the Council reaffirms the principle of cooperation between the Administration and other intergovernmental agencies as set forth in the report of the Temporary Committee on Admission of Observers adopted by the Council on November 12, 1943.

2. That the Council invite representatives of the League of Nations Technical Organizations, the International Labor Organization, the Intergovernmental Committee on Refugees, and the United Nations Interim Commission on Food and Agriculture (or representatives from the Permanent Organization for Food and Agriculture now represented by the Interim Commission), to attend as observers and to participate in the meetings of the Council, its committees, and subcommittees, and in the meetings of regional committees and technical standing committees, in accordance with appropriate provisions in the Permanent Rules of Procedure.

3. That the Director General avail himself of the organizations mentioned in paragraph 2 above as the nature of the work and other circumstances make appropriate.

4. That the Director General, in pursuance of the principle set forth in paragraph 1 above, cooperate to such a degree and to such extent as he may deem desirable in the interests of the Administration with all other intergovernmental agencies whose operations and specialized services may be of value to the Administration, including the sending of his representatives as observers to the meetings of other intergovernmental agencies, as well as those mentioned in paragraph 2 above.

COMMITTEE III

(Reception No. 298)

Report of the Committee on Finance and Supplies

Chairman: Jean Monnet (French Committee of National Liberation)
 Vice Chairman: Gustavo Gutiérrez (Cuba)
 Secretary: Kenneth Dayton
 Assistant Secretary: Richard Funkhouser

The Committee on Finance and Supplies, having met and considered the matters referred to it, submits the following report to the Council:

I. The Committee recommends the adoption by the Council of the following resolution with regard to the Financial Plan of the Administration:

*A Resolution Relating to a Financial Plan for the Administration***RESOLVED**

That the following Financial Plan for the Administration be adopted:

ADMINISTRATIVE BUDGET AND PROGRAM OF OPERATIONS*Section 1. Program of Operations*

The Director General shall prepare as soon as possible, and submit to the next session of the Council, a program of operations covering proposed activities of the Administration in connection with relief and rehabilitation including the care and transportation of displaced persons. This program may cover the entire period of contemplated operations of the Administration, or any part thereof. The operating program shall serve as a guide to the activities of the Director General, but, except as provided in Article IV, paragraph 2, of the Agreement, shall not limit his action when the situation requires other action. From time to time, the Director General shall submit to the Council revisions of, or supplements to, the operating program which experience may show to be desirable.

Section 2. Annual Administrative Budget

The Director General shall prepare annually a budget covering the estimated administrative expense of the Administration for a calendar year. The budget shall be accompanied by an explanation and justification of the amount required. The proposed budget shall be submitted to the Council in accordance with the regulations of the Council with respect to administrative expenditures and receipts.

Section 3. Supplementary Administrative Budgets

The Director General may submit supplementary budgets to the Council covering the necessary administrative expenses not provided for in the annual budget.

CONTRIBUTIONS*Section 4. General Contributions*

As to the amount and character of the contribution of each member government, to be determined by its constitutional bodies as provided for in Article V of the Agreement, the Council recommends that each member government whose home territory has not been occupied by the enemy shall make a contribution for participation in the work of the Administration, approximately equivalent to 1 percent of the national income of the country for the year ending June 30, 1943 as determined by the member government.

The Council recognizes that there are cases in which the recommendation above may conflict with particular demands arising from the continuance of the war or may be excessively burdensome because of peculiar situations, and therefore recognizes that the amount and character of the contribution recommended is subject to such conditions.

Section 5. Character of Contribution

Subject to the provisions of Article V, paragraph 1, of the Agreement the Council recommends that as much as possible, but not less than 10 percent, of the amount contributed by each member government as recommended in section 4 hereof, shall be in such form of currency as can be expended in areas outside of the contributing country; and that the balance thereof shall be in the form of a credit in local currency which shall be available for the purchase of the contributing country's supplies and services.

Section 6. Contributions Toward Administrative Expenses

A member government may treat its share of the administrative expenses, as determined by the Council under Article VI of the Agreement, as included in its contribution made under sections 4 and 5 hereof.

Section 7. Contributions by Other Member Governments

The Council recommends that member governments other than a member government referred to in section 4 hereof, which are able to contribute to the work of the Administration for relief and rehabilitation outside its own territory (in addition to its annual contribution for allocated administrative expenses), should do so.

Section 8. Additional Contributions by Member Governments

The Council recommends that member governments desiring to make contributions in addition to those recommended in section 4 hereof should do so.

Section 9. Contributions by Non-member Governments and Non-governmental Sources

The Council expects that contributions will be received to the work of the Administration from non-member governments or non-governmental sources. Such contributions may be accepted in accordance with rules and regulations established by the Director General in conformity with general policies of the Administration.

Section 10. Action on Contributions

The Council recommends that each member government take at the earliest possible time such constitutional budgetary, administrative, or legislative steps as may be necessary to make its contribution available when needed for the purposes of the Administration.

Section 11. Direct Contributions to Liberated Areas

The Council recommends that member governments giving to or receiving from foreign sources, direct contributions or other direct aid in the nature of relief and rehabilitation in addition to contributions to or from the Administration, shall do so only after prior notification and consultation with the Director General.

Section 12. Immediate Administrative Expenses

In order to meet immediate administrative expenses, the Director General may ask such of the member governments as may be in a position to do so to make immediate advance payments in the amounts necessary, with appropriate credit toward the general amounts recommended in sections 4 and 5 hereof.

EXPENDITURES: ADMINISTRATIVE AND OPERATIONAL

Section 13. Rate of Contributions

The Council recommends that, so far as is consistent with efficient operation, contributions of all member governments for the work of the Administration shall be called upon at an approximately equal rate.

Section 14. Administrative Expenses

The Director General may incur obligations and make expenditures for administrative purposes from the general resources of the Administration, in accordance with approved administrative budgets.

Section 15. Use of Currency

The Director General may use so much of the foreign exchange available to the Administration as he may deem necessary for defraying

administrative and operational expenses which cannot be met from local currency credits. Such expenditures may be made in any country, whether or not the government thereof is a member government. The consent of a member government must be secured for the use of any of its local currency to finance expenditures in any other country.

DISTRIBUTION

Section 16. Governments in a Position To Pay With Suitable Means of Foreign Exchange

It shall be the policy of the Administration not to deplete its available resources for the relief and rehabilitation of any area whose government is in a position to pay with suitable means of foreign exchange.

Section 17. Determination of Whether a Government is in a Position To Pay With Suitable Means of Foreign Exchange

When a member government considers that it is not in a position to pay as in the foregoing section, the Director General, in consultation with the member government involved and on the advice of the appropriate committee or subcommittee of the Council, shall determine whether the government or country is not in a position to pay for relief and rehabilitation supplies and services. In case of disagreement, either the member government or the Director General may refer the matter to the Council.

In making the determination the applicant's foreign exchange assets and its sources of foreign exchange shall be taken into account. Although payment for relief and rehabilitation supplies and services shall be considered to have a strong claim on the foreign exchange assets of the applicant country, due consideration shall be given also to its need of foreign exchange for other purposes.

The Director General, from time to time, shall review such determination in the light of changing circumstances.

Section 18. Policy on Relief Debt Burdens

It shall be the policy of the Administration that an applicant government shall not be required to assume the burden of an enduring foreign exchange debt for the procurement of relief and rehabilitation supplies and services.

Section 19. Supplies and Services for Which Member Governments Are Not in a Position To Pay With Suitable Means of Foreign Exchange

The Council recommends that governments not in a position to pay in suitable means of foreign exchange for necessary relief and rehabilitation supplies or services make available to the Administration in whole or in part the local currency proceeds from the sale of

supplies furnished by the Administration. It shall be the policy of the Administration to use any such local currency for relief and rehabilitation work, including the care and movement of displaced persons, and for such other purposes as may be agreed upon with the government. Programs for the utilization of such local currency shall be formulated by the Director General and the member government involved.

Section 20. Expenses Met With Local Currency

The Council recommends that so far as possible all expenses of the Administration within a liberated area shall be borne by the government of such area, and shall be paid in local currency made available by the government of the area or derived from the proceeds of the sale of supplies.

Section 21. Distribution of Gold or Convertible Currency Forbidden

Under no circumstances shall any distribution of gold or convertible currency resources be made by the Administration to any member or non-member government except for purchases of essential supplies and services.

CUSTODY AND MANAGEMENT OF FUNDS

Section 22. Form of Assets

All funds and currency credits of the Administration shall be retained, so far as advisable, in the form in which they are received until needed.

Section 23. Fiscal Agents

The Director General shall, in consultation with the appropriate member government, select such fiscal agents for the Administration as he may require.

Section 24. Accounting

The Director General shall prescribe a procedure to secure careful accounting for all funds and other property of the Administration and shall require all officials, employees, and agents of the Administration to comply with such procedure.

Section 25. Audit

All financial transactions of the Administration shall be audited annually by an auditor selected by the Council upon the recommendation of the appropriate committee of the Council.

II. The following interpretation of section 16 of the Financial Plan, as stated by the Member from Belgium, is included in this report at his request. The Member from the United States, who pro-

posed this provision, and the Director General, have indicated their agreement with this interpretation.

As far as financial resources are concerned, temporary financing is not necessarily a depletion of the financial resources of the Administration but long-term financing is.

As far as resources in supplies are concerned, a direct purchase from the Administration by a country having suitable means of foreign exchange and paying with these means is not a depletion of existing stocks of the Administration.

III. The Committee, having considered the subject of insurance, recommends the adoption of the following resolution:

A Resolution Relating to Insurance

RESOLVED

That if it appears to the Director General conducive to the efficient and economical discharge of the business of the Administration, the Administration may carry its own risks without insurance except as may be otherwise directed by the Council.

IV. The Committee, having considered the subject of taxation of relief and rehabilitation supplies, recommends the adoption of the following resolution:

A Resolution Relating to Taxation of Relief and Rehabilitation Supplies

RESOLVED

1. That the Council recommends that all member governments make appropriate measures according to their constitutional procedures to insure that relief and rehabilitation supplies and services furnished by the Administration are not subjected to taxation in a manner which reduces the resources of the Administration.

2. That, so far as may be required for the attainment of the above purpose, the Council recommends to all member governments that, *inter alia*,

- (a) export taxes on supplies to be furnished by the Administration to a member government for relief and rehabilitation be waived, or other equivalent action taken; and such supplies be exempted from any new or additional export taxes. The Council recognizes that such action on existing export taxes may be equivalent to a part of a member government's general contribution under section 4 of the Financial Plan, but urges that such contribution be made under section 8 of the said Plan;

*So in original.

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- (b) appropriate action be taken where the necessary arrangements do not already exist to provide that supplies of the Administration in transit through a member government's country are not subjected to any burden of taxation;
- (c) relief and rehabilitation supplies furnished by the Administration be not subjected in liberated areas to the burden of any form of taxation in a manner which reduces the resources of the Administration;

3. That the appropriate Committee of the Council concern itself with the relationship of customs duties and other taxes in liberated areas to relief and rehabilitation work, and that a study of the problem and the preparation of recommendations be undertaken for the future guidance of the Council with regard to relief and rehabilitation work.

V. The Committee, having considered the subject of procedures for ascertaining and meeting deficits in supplies requiring importation, recommends the adoption of the following resolution:

A Resolution Relating to Procedures for Ascertaining and Meeting Deficits in Supplies Requiring Importation

RESOLVED

That the following shall be the policies of the Administration with regard to procedures for ascertaining and meeting deficits in supplies requiring importation:

A. POLICIES RELATING TO PROCEDURES FOR ESTIMATING AND MEETING IMPORT REQUIREMENTS

I. Preparation and Presentation of Over-all Requirements

1. The Committee of the Council for Europe and the Committee of the Council for the Far East will recommend, from time to time, as policies to be adopted by the Council whatever basis or bases the committees think appropriate for the whole or parts of their respective areas.
2. The Council will consider these recommendations and, from time to time, determine the policies to be adopted, on the basis of which over-all estimates of relief and rehabilitation requirements shall be made.
3. The Director General, in consultation with the appropriate regional committees, will compute estimates of over-all requirements for their respective areas in conformity with the bases and policies approved by the Council.

4. The Director General will present before the intergovernmental allocating agencies estimates of over-all requirements for relief and rehabilitation of all areas, liberated and to be liberated, in order to permit a global consideration of these requirements and all other requirements.

II. Preparation and Presentation of National Requirements

1. The Director General may present to the intergovernmental allocating agencies the particular requirements of any country for which the assistance of the Administration has been requested.
2. In cases where requirements or programs of intended purchases are presented directly to the intergovernmental allocating agencies by the government of a country liberated or to be liberated, such government, in advance of their presentation, shall keep the Director General fully informed of such requirements or programs. The Director General may present to these agencies such recommendations or objections in respect of these requirements or programs as he may deem necessary to obtain a fair distribution of relief and rehabilitation supplies to and among the various areas liberated or to be liberated.
3. In determining what requirements he should present to the intergovernmental allocating agencies in respect of countries for which the assistance of the Administration has been requested, and what recommendations or objections he should make in respect of requirements presented by member governments directly to such agencies in order to obtain a fair distribution of relief and rehabilitation supplies, as provided in paragraphs 1 and 2 immediately preceding, the Director General shall pay due regard to the degree of urgency of particular relief and rehabilitation requirements and to the extent of damage suffered by member governments in a part or the whole of their respective areas as a result of hostilities or of occupation by the enemy.
4. It is expected that the Director General will be fully consulted by the intergovernmental allocating agencies when any matter touching the interests of the Administration is under discussion, and where necessary the chairman of the Committee on Supplies will likewise be consulted.

III. Procedures for Obtaining Supplies

1. Subject to Article I, paragraph 2, of the Agreement, the Director General, after consultation when necessary with the appropriate intergovernmental agency, will make use whenever possible of the established national agencies concerned with procurement, handling, storage, and transport of supplies; such use to be subject to the general agreement of the government concerned. By consultation with the government concerned, or otherwise, every effort will be made to

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prevent any dislocation of the economy of a supplying country resulting from procurement by or on behalf of the Administration.

2. The Director General will consider it one of his first and most important tasks to seek, through the appropriate national and inter-governmental agencies, to arrange for necessary allocations and procurement of supplies and their storage, shipping, and handling, so that there shall be created as promptly as possible balanced reserves which shall be available at the request of the Director General whenever and wherever the need arises.

3. Member governments having administrative authority in a liberated area will keep the Director General and the appropriate regional committee fully informed as to any surplus of supplies from time to time available in such area, to meet, when circumstances permit, relief and rehabilitation import requirements of other liberated areas.

4. The Director General will consult with the military command or other established control authorities responsible for enemy or ex-enemy territories, with a view to securing information as to any surplus of supplies from time to time available in such enemy or ex-enemy territories, from which relief and rehabilitation import requirements of liberated areas might be met.

B. RECOMMENDATIONS RELATING TO PERIOD OF MILITARY RESPONSIBILITY FOR CIVILIAN RELIEF AND REHABILITATION

With regard to the period when a liberated area is under military control, the Council recommends to member governments that:

1. The military authorities be invited to advise the Administration, to the fullest extent consistent with military security, of conditions found in the area affecting civilian relief and rehabilitation requirements and supplies, so that planning and estimating may be as accurate as possible.

2. Representatives of the Administration enter the area at the earliest possible date to assist in preparations for the transition from military to civilian responsibility, after having first secured the permission of the appropriate military command, and, whenever practicable, after consultation with the national government or recognized national authority concerned.

VI. The Committee, having considered the functions of the Committee on Supplies, recommends the adoption of the following resolution:

A Resolution Relating to the Functions of the Committee on Supplies

WHEREAS, Article III, paragraph 4, of the Agreement provides that "The Committee on Supplies shall consider, formulate and recom-

mend to the Council and the Central Committee policies designed to assure the provision of required supplies", it is therefore

RESOLVED

That the functions of the Committee on Supplies shall be:

1. To advise the Council, the Central Committee, and the Director General on general policies regarding the provision, financing, and transport of supplies.
2. To discuss with the Director General broad programs for securing the provision of supplies, as such programs affect the supplying countries.
3. To cooperate with the Director General and the established intergovernmental supply and shipping agencies regarding supply policies and, when necessary, make recommendations to supplement the actions of such agencies and to assure the availability of required supplies.
4. To cooperate with the Director General and the established intergovernmental and governmental agencies in efforts to increase production and the availability of supplies.
5. To cooperate with the Director General and the intergovernmental supply and shipping agencies concerned, so that as between contributing countries, their supplies and services shall be drawn upon in an equitable manner; and that any necessary financial adjustments among them may be arranged.
6. To consider whether there are unjustifiable differences in the valuations placed by the contributing countries upon the supplies and services purchased by or made available to the Administration, and make necessary recommendations regarding the adjustment of such valuations. These recommendations would be made after having given due regard to the points of view expressed by the representative of the contributing country concerned.

Consideration of Report of the Committee on Ad Hoc Committees

VII. The Committee considered the report of the Committee on Ad Hoc Committees to the Council (Reception No. 285), recommending

The appointments to be made to the Committee on Supplies,
The establishment of a Committee on Financial Control with functions as set forth in the report,
The appointments made to the Committee on Financial Control,
The appointment of a Subcommittee of the Committee on Supplies and the Committee on Financial Control to advise the

Director General relative to determining whether a government is in a position to pay as provided in section 17 of the Financial Plan,

and containing other details in respect to the Committee on Supplies, the Committee on Financial Control and the Subcommittee. The Committee recommends that the Council take appropriate action to carry out the recommendations in the report of the Committee on *Ad Hoc* Committees. Accordingly the following resolutions are proposed:

A Resolution Fixing the Composition of the Committee on Supplies

RESOLVED

1. That the Committee on Supplies shall consist of members of the Council or their alternates representing Australia, Belgium, Brazil, Canada, China, the French Committee of National Liberation, the Netherlands, New Zealand, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America.

2. That the Central Committee is authorized to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

A Resolution Relating to the Appointment of a Subcommittee of the Committee on Supplies

RESOLVED

That the Council approve the appointment by the chairman of the Committee on Supplies, after consultation with the chairman of the Committee on Financial Control, of a subcommittee of not more than five members, of whom a majority would be drawn from the Committee on Supplies with the other member or members drawn from the Committee on Financial Control, and that this subcommittee be considered the appropriate subcommittee to advise the Director General relative to determining whether a government is in a position to pay, as provided in section 17 of the Financial Plan.

A Resolution Fixing the Composition of the Committee on Financial Control

RESOLVED

1. That the Committee on Financial Control shall consist of the members of the Council or their alternates representing China, Greece, Mexico, Norway, the Union of South Africa, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America.

2. That the Central Committee is authorized to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

A Resolution Relating to the Functions of the Committee on Financial Control

RESOLVED

1. That the functions of the Committee on Financial Control shall be:

(a) To review the annual budgets and any supplementary budgets of the Director General and to make reports, comments, and recommendations to the Council on those budgets.

(b) To receive the quarterly reports of the Director General on administrative expenditures and receipts and to make reports to the Council regarding them.

(c) To recommend auditors to the Council and to advise the Council regarding the scope and frequency of the reports to be obtained from the auditors. Such auditor's reports shall cover, in particular, the system of accounting employed by the Administration, the funds expended in the purchase and received from the sale of supplies, the liabilities of the Administration, and, generally, any matters of substance which the auditors may raise on examination of the Administration's accounts.

(d) To make recommendations to the Council regarding the share of the administrative expense of the Administration to be provided by each member government.

(e) To give attention to the effect, if any, which the receipt and expenditure by the Administration of local currency proceeds, referred to in section 19 of the Financial Plan, may have upon inflation in any country in which the Administration may operate, and make recommendations as to procedures in relation to such receipts or expenditures which may aid in counteracting inflationary trends.

(f) Generally to advise the Council on all financial matters within the competency of the Administration other than those falling within the scope of the Committee on Supplies.

(g) To advise the Director General upon any of the foregoing matters when he so requests.

2. That the Central Committee is hereby authorized to make any further arrangements necessary in regard to the work of the Committee on Financial Control.

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COMMITTEE IV

(Reception Nos. 310, 311, 312, 313, 314, 315, (316) 325, (317) 326, 318)

Report of the Committee on Relief and Rehabilitation Policies

Chairman: Dr. Tingfu F. Tsiang (China)
 Vice Chairman: Sr. Dr. D. Juan Carlos Blanco (Uruguay)
 Secretary: Mr. Luther Gulick
 Mr. John H. Cover, Assistant

The Committee on Relief and Rehabilitation Policies having met and considered the matters referred to it reports as follows:

1. While other committees of the Council have been concerned with the highly important problems of the scope, the organization, the rules, the personnel, the relations with governments, the finances, the procedures, and the mobilization of supplies, Committee IV has been concerned directly with the war sufferings of men, women, and children around the world, and with the specific commodities and services which will be needed to end starvation, epidemics, and suffering and to enable peoples to help themselves again, as their countries are liberated from Axis oppression and slavery.

2. The terms of reference of this Committee are set forth in the first dozen lines of the UNRRA Agreement in the following inspiring words in which the United Nations express their determination:

... that immediately upon the liberation of any area by the armed forces of the United Nations or as a consequence of retreat of the enemy the population thereof shall receive aid and relief from their sufferings, food, clothing and shelter, aid in the prevention of pestilence and in the recovery of the health of the people, and that preparation and arrangements shall be made for the return of prisoners and exiles to their homes and for assistance in the resumption of urgently needed agricultural and industrial production and the restoration of essential services.

3. Recognizing that relief and rehabilitation involve many technical questions of policy, Committee IV was divided into the following six subcommittees:

- Subcommittee 1. Relief Distribution Policies
- " 2. Policies With Respect to Health and Medical Care
- " 3. Policies With Respect to Welfare Services, Including Relations With Voluntary Relief Agencies
- " 4. Policies With Respect to Assistance to Displaced Persons

Subcommittee 5. Policies Relating to Agricultural Rehabilitation and Other Means of Raising Food Essential to Relief

" 6. Policies Relating to Rehabilitation of Such Industries, Transport, and Other Services as Are Essential to Relief

4. The reports of these subcommittees have been reviewed, discussed and as amended adopted by Committee IV.

5. Your Committee recommends that these six reports, which are appended hereto and made a part of this report, be received by the Council and transmitted to the Director General for his information and for such further consideration and action as he may deem necessary.

6. Your Committee has embodied its policy determinations in a number of resolutions, all of which have received the approval of the Committee. The titles of these resolutions, copies of which are attached, are as follows:

- A Resolution Relating to Relief Distribution Policies (Reception No. 311)
- A Resolution Relating to Health and Medical Care (Reception No. 312)
- A Resolution Relating to Welfare Services and Voluntary Relief Agencies (Reception No. 313)
- A Resolution Relating to Policies With Respect to Displaced Persons (Reception No. 314)
- A Resolution Relating to Policies With Respect to Agricultural Rehabilitation and Other Means of Increasing Food Essential to Relief (Reception No. 315)
- A Resolution Relating to Policies With Respect to Rehabilitation of Such Industries, Transport, and Other Services as Are Essential to Relief (Reception No. (316) 325)
- A Resolution Relating to Policies With Respect to Emergency Shelter (Reception No. (317) 326)

7. Your Committee respectfully urges the adoption by the Council of the aforementioned resolutions.

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A Resolution Relating to Relief Distribution Policies

(Reception No. 811)

RESOLVED

That the Council approves the following statement as a guide to activities with respect to relief and rehabilitation distribution:

1. That at no time shall relief and rehabilitation supplies be used as a political weapon, and no discrimination shall be made in the distribution of relief supplies because of race, creed, or political belief.
2. That in general the responsibility for the distribution, within an area, of relief and rehabilitation supplies should be borne by the government or recognized national authority which exercises administrative authority in the area.
3. That distribution should be so conducted that all classes of the population, irrespective of their purchasing power, shall receive their equitable shares of essential commodities. When supplies are sold to consumers, prices should be set at such levels as to facilitate the flow of supplies into the proper hands, and to avoid maladjustments in the price structure of the areas.
4. That distribution of relief and rehabilitation supplies should take place under effective rationing and price controls. The suppression of black markets should not be left to general pronouncements and decrees, but should be the subject of active measures of enforcement applied vigorously and unremittingly.
5. That the government or recognized national authority which exercises administrative authority in the area should take appropriate measures to insure that so far as the distribution within a liberated territory of relief and rehabilitation goods is done through private trade, the remuneration earned by private traders for their services is no more than is fair and reasonable.
6. That use should be made to the maximum practicable extent of normal agencies of distribution (governmental, commercial, cooperative), to the particular ends of combating inflation and restoring normal economic activity. This principle, however, cannot be pursued at the expense of measures found necessary under emergency conditions to insure an adequate control of the distribution of supplies and their direction to the appropriate consumers.
7. That if the Administration is called on by the military authority to furnish distribution services through its own organization and personnel in a liberated territory in which a government or recognized national authority does not yet exercise administrative authority, the Administration should, subject to the general provisions governing the relation of the Administration to the military authority and the government or recognized national authority concerned, make the fullest possible use of local authorities and of local organizations.

8. That the Administration be prepared to render direct assistance in distribution whenever, because of unusual circumstances the government or recognized national authority concerned requests such aid within its territory. Wherever as a consequence of such request, the Administration is directly concerned with internal distribution, it should follow, in cooperation with the national or local authorities, the same general principles as those recommended above.

9. That the Director General should be kept fully informed concerning the distribution of relief and rehabilitation supplies within any recipient areas, and under all circumstances there should be the fullest working cooperation between the governments or recognized national authorities concerned and the Administration for this purpose.

A Resolution Relating to Health and Medical Care

(Reception No. 312)

RESOLVED

1. That the Council urge its members, when nominating alternates for membership of the standing technical Committee on Health, to designate as such alternates accredited and technically competent representatives of their respective national health services.
2. That the Council recommends that governments and recognized national authorities cooperate fully with the Administration in establishing at the earliest possible date regional and other emergency agreements and arrangements for the notification within the limits of military security, of diseases likely to become epidemic, uniformity in quarantine regulations, and for other measures of prevention.
3. That the Council recommends that governments and recognized national authorities, whenever so requested by the Administration, offer all facilities in making available to the Administration suitable personnel for its health organization, including the temporary loan of technical experts and the services of scientific institutions.
4. That the Council recommends the closest collaboration at the earliest possible time between the Administration and the Allied Military Authorities, particularly in relation to the notification of infectious diseases, within the limits of military security, and to the orderly transfer to the Administration of the epidemic control and other public health measures put into operation by the military authorities.
5. That the Council recommends that governments and recognized national authorities whenever so requested by the Administration, facilitate in every way possible the assignment of their nationals from the occupied countries for technical training especially in the newer aspects of medical and sanitary sciences in the countries where such

training is available; under the condition that the request be filed by the government concerned.

A Resolution Relating to Welfare Services and Voluntary Relief Agencies

(Reception No. 813)

RESOLVED

1. That welfare services administered by or in cooperation with the Administration shall be provided without discrimination because of race, creed, or political belief.

2. That it shall be the policy of the Administration to enlist the cooperation and seek the participation of appropriate foreign voluntary relief agencies, to the extent that they can be effectively utilized in relief activities for which they have special competence and resources, subject to the consent and regulation of the Director General in accordance with Article IV, paragraph 2, of the Agreement.

3. That the extent to which foreign voluntary relief agencies should be used for assistance in the relief and rehabilitation of distressed people in any country should be a matter to be determined by the Director General in consultation with the government or recognized national authority concerned.

4. That within the framework of its total program and with the closest collaboration between the health, welfare, and other appropriate organization units, the Administration should make specific provision for welfare services for victims of war—in particular for children, expectant and nursing mothers, the aged, and the disabled.

5. That, in general, welfare services should be administered, so far as possible, by the government or recognized national authority concerned and the Administration should make its resources available to the appropriate agency in accordance with plans agreed upon between the Administration and the national agency.

Continuous cooperation should be maintained and information exchanged between the government or recognized national authority concerned and the Administration.

6. That the Administration should be prepared to administer welfare services directly, either in part or in whole, when called upon by a government or recognized national authority, which for any reason is unable itself to administer these services.

7. That because of already prolonged suffering due to war and because of critical needs, the Administration should arrange to provide, as promptly as possible, the necessary welfare services, to be available when countries are liberated or occupied by the United Nations.

8. That welfare services should be designed to help people to help themselves. Wherever possible constructive work opportunities and measures for self-help should be provided to permit those receiving relief to produce at least some of their own basic requirements.

9. That because of the magnitude and complexity of the welfare problems confronting the Administration, and the necessity for effective technical guidance, there should be established a standing technical Committee on Welfare.

A Resolution Relating to Policies With Respect to Displaced Persons

(Reception No. 814)

RESOLVED

1. That the Council recommends that member governments and the Director General exchange information on all phases of the problem, including such matters as the numbers and places of temporary residence of their nationals in other countries, and of the presence of the nationals of other countries, or stateless persons, within their territories:

2. That the Council recommends that member governments consult with and give full aid to the Director General in order that he may, in concert with them, plan, coordinate, administer or arrange for the administration of orderly and effective measures for the return to their homes of prisoners, exiles, and other displaced persons.

3. That the Council recommends that member governments consult with the Director General for the purpose of carrying out measures with respect to the repatriation or return of displaced persons; and that the classes of persons to be repatriated be those referred to in paragraphs 5 and 6 of the report of Subcommittee 4 of Committee IV.

4. That the question of the assistance to be given by the Administration in the return to their homes of displaced persons of enemy or ex-enemy nationality who have been intruded into homes from which nationals of the United Nations have been expelled should be considered as a separate issue to be dealt with in accordance with the provisions of paragraphs 11 and 12 of the report of Subcommittee 4 of Committee IV.

5. That steps be taken to insure the closest cooperation with the Committee on Health, as well as with the national health authorities of the various countries concerned, with a view to preventing and controlling any epidemics which may be expected to arise in connection with the repatriation of large groups of displaced persons.

6. That the Director General take steps to insure the closest cooperation with such agencies as the International Red Cross and the

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Intergovernmental Committee on Refugees and any other appropriate bodies of suitable standing whose assistance may be of value, with a view to invoking their collaboration in the work of the repatriation of displaced persons.

7. That the Director General should establish the earliest possible contact with the military authorities of the United Nations with a view to concerting plans for dealing in a uniform and closely coordinated manner with any large groups of displaced persons which may be found in any liberated or occupied territory on the entry of the forces of the United Nations into that territory.

A Resolution Relating to Policies With Respect to Agricultural Rehabilitation and Other Means of Increasing Food Essential to Relief

(Reception No. 315)

RESOLVED

That the Council approves the following statement as a guide to activities with respect to agricultural rehabilitation and other methods of increasing food essential to relief:

1. That for the first crop year after liberation in any area the Administration, through its agricultural rehabilitation and food production program, should give priority to the production of food for direct human consumption. For that year the war production pattern in liberated areas should generally be continued with emphasis upon maximum output both from the soil and from fisheries. In certain areas, however, modification in this policy may be undertaken where a continuance of the war production pattern results in a disproportionate sacrifice in productivity, provided essential foods are otherwise available.

2. That it shall be the responsibility of the Administration to assist governments and recognized national authorities in the liberated areas immediately to take the necessary steps in providing the supplies and services needed to enable farmers to sow and harvest essential crops during the first crop year, to maintain their dairy herds, and to rehabilitate their farms for immediate food production. It shall also be the responsibility of the Administration to assist in restoring necessary processing facilities; in providing for the early expansion of fisheries and of the whaling industry; in reinstating the agricultural labor needed to carry out the production program; and, to the extent that they can contribute to the solution of relief problems, in reestablishing experimental stations and essential agricultural institutions, organizations, and services, in making the necessary technical surveys to determine agricultural requirements and to lay the basis for production programs.

3. That it shall be the policy of the Administration to integrate to the fullest possible extent its short-run agricultural rehabilitation and food production efforts with the longer-run reconstruction objectives of the United Nations Organization for Food and Agriculture, and to shape its policies so as not to hamper the achievement of those objectives, which call for the progressive realization in all countries of diet adequate both in quantity and quality.

4. That since priorities between various agricultural items will vary from area to area, such priorities shall be determined by the government or recognized national authority concerned in conjunction with the Director General in accordance with the general policy outlined above. In determining such priority for agriculture and fishing requirements the test should be applied whether the supply of these requirements will bring early and large returns in the form of crops and fish for direct human consumption.

5. The Administration should be prepared when requested by a government or recognized national authority to assist them in making technical field surveys in establishing priority on the need for supplies in making available information concerning production surpluses in nearby areas, and in providing such other technical assistance as is required.

A Resolution Relating to Policies With Respect to the Rehabilitation of Such Industries, Transport, and Other Services as Are Essential to Relief

(Reception No. (316) 325)

WHEREAS

The preamble of the Agreement states that preparations and arrangements shall be made for assistance in the resumption of urgently needed industrial production and the restoration of essential services, it is therefore

RESOLVED

That, subject to the provisions of Resolutions Nos. 1 and 17 of this session, the Council approves the following statement as a guide to activities with respect to the rehabilitation of such industries, transport, and other services as are essential to relief.

1. Rehabilitation supplies are to consist of materials, such as raw materials, machinery and spare parts needed to enable a recipient country to produce and transport relief supplies for its own and other liberated territories; and, within the scope of the Administration, the rehabilitation of public utilities and services, so far as they can be repaired and restored to meet immediate, basic needs, such essentials as light and water, power, transportation, and communication. These

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needs include rehabilitation of essential relief industries, such as those which provide food, shelter, clothing, medical supplies.

2. Raw materials may be supplied by (a) the liberated country in which the industry is situated and in which the materials are to be used, (b) another liberated country, or (c) any other country. The task of the Administration in cases (a) and (b) should be the rehabilitation of the raw material producing industries such as coal mines, mineral mines, construction materials industries, etc.

3. If the raw materials required must be imported from overseas, it should be the responsibility of the Administration, through the appropriate national or intergovernmental agencies, to arrange for necessary allocation and procurement of supplies, so that there may be created as promptly as possible reserves to be available at the request of the Director General when and wherever the need arises.

4. It is recommended that pools be created of materials such as processing materials, machine tools, mobile power units, maintenance equipment, industrial machinery of both standard and special types, and spare parts.

5. It is recommended that in cases where home production exceeds home consumption, the government or recognized national authority concerned should take all steps necessary to enable the excess of production available in a country to be put at the disposal of other liberated areas which may need such supplies to cover their deficits.

6. It should be the policy of the Administration to help those countries whose industries can be rehabilitated for production of relief and rehabilitation goods urgently required in other liberated areas. It is recommended that in attainment of these objectives the following be considered: special allocations of raw materials, machinery, and spare parts, by placing at the disposal of those countries, at the request of their governments, an experienced staff, and by providing special priorities for the return of skilled personnel awaiting repatriation.

7. It is recommended that the Governments or recognized national authorities having administrative authority in a liberated area will keep the Director General and the appropriate regional committee fully informed as to any surplus of supplies from time to time available in such area, to meet, when circumstances permit, relief and rehabilitation import requirements of other liberated areas.

8. It is recommended that the Administration should, in consultation with the governments or recognized national authorities concerned and the appropriate international coordinating authority, assist liberated areas in restoring the transport and communications system to satisfactory working condition; it should also help to restore equipment, repair shops, workshops, shipyards, etc. It is recommended that a pool of transportation equipment both fixed and mobile should be created either from stocks manufactured overseas or in Allied or in neutral

countries. Equipment which has been the property of the enemy may also form part of the pool.

9. It should be the task of the Administration to participate in conjunction with military and other appropriate authorities in the organization and coordination of the transportation of relief and rehabilitation supplies during the relief and rehabilitation period.

10. It is recommended that the requirements for raw materials, machinery, spare parts and processing materials should be established within each country and that a definite order of priority be established taking into consideration: (a) technical factors, such as, on the one hand, the necessity of restoring the public services (gas, water, electricity), and, on the other, the needs of various types of consumer goods; (b) social factors such as the necessity of providing reemployment; (c) temporary economic factors such as scarcity of certain raw materials and shipping.

11. The task of rehabilitation must not be considered as the beginning of reconstruction—it is coterminous with relief. No new construction or reconstruction work is contemplated, but only rehabilitation as defined in the preamble of the Agreement. Problems, such as unemployment, are important, but not determining factors. They are consequences and, at the same time, motives of action. The Administration cannot be called upon to help restore continuous employment in the world.

A Resolution Relating to Policies With Respect to Emergency Shelter

(Reception No. (317) 328)

RESOLVED

That the Council approves the following statement as a guide to activities with respect to shelter:

1. Any general rebuilding policy for the areas to be liberated is in the sphere of long-term reconstruction and does not, therefore, come within the purview of the Administration.

2. In the relief period priority in the rehabilitation of essential shelter or accommodation in the liberated areas should be given to:

hospitals and schools;
habitations for homeless persons, especially for workers engaged in essential public services and in industries having high priority in relief, as well as for farmers and agricultural workers.

3. Where it may be necessary, however, there should be imported construction tools such as hand tools, building supplies and equipment, including excavating machinery, should essential materials and equipment not be found available, or be in short supply.

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4. As regards the problem of shelter for displaced persons, which falls into two parts—temporary accommodation at collecting points and at frontiers, and accommodation of a more permanent, though not necessarily final character, for persons who cannot be returned to their homes either because their homes have been destroyed or because these are in territories still occupied by the enemy—wherever possible existing buildings, camps, barracks, and other public buildings, should be used as they are or can be made suitable.

5. Where, in some enemy-occupied territories, extensive enemy colonization has taken place, and where consolidation of holdings and construction of military installations has been accompanied by destruction of farmhouses and buildings, there should be provided camp accommodations for farmers and agricultural workers upon return to their own country. Any large-scale permanent reconstruction of holdings and the rebuilding of farmhouses and other structures should not be undertaken by the Administration. Pools of building materials shall be promptly created so that advance arrangements can be made for the accommodation of farmers and agricultural workers.

6. Where prefabricated housing is a specialized industry in any of the territories of a member government, the importance of making these supplies available as a part of the contribution of these governments should be recognized.

7. Where there is widespread destruction of particular areas caused by military operations or of a deliberate "scorched earth" policy on the part of the enemy, although priority should be given to housing repairs as indicated in paragraph 2, accommodation or shelter for workers in the food processing industries should be provided.

8. It is of importance that arrangements should be made, with the consent of the government concerned, for an expert assessment of this damage, so that detailed and accurate specifications of the equipment required in the reconstruction of factories providing essential relief requirements and the shelter or accommodations for the workers engaged in those industries may be obtained at as early a date as possible. In order that this work may be started, if possible, during the period of military responsibility for civilian relief and rehabilitation, the Council recommends to its member governments that the military authorities be invited to advise the Administration, to the fullest extent consistent with military security, of conditions found in the area affecting civilian relief and rehabilitation requirements and supplies.

AMENDED FINAL REPORTS OF SUBCOMMITTEES 1 TO 6, INCLUSIVE,
OF COMMITTEE IV
(Reception No. 318)

The following are the amended final reports of the six subcommittees of Committee IV, to which reference is made in paragraph 5 of the Draft Report of Committee IV (Reception No. 310).

Committee IV—Subcommittee 1

Report of the Subcommittee on Relief Distribution Policies

Chairman: Sir Owen Dixon (Australia)
Vice Chairman: Jan Mazaryk (Czechoslovakia)
Secretary: Ben W. Lewis

The Subcommittee on Relief Distribution Policies, having met and considered the matters referred to it, submits the following report to Committee IV:

1. In dealing with the subject of "Relief Distribution Problems" the subcommittee has not attempted to furnish in advance a set of detailed rules for the guidance of the Administration in the essentially practical task of providing relief and rehabilitation according to the necessities of the case as they appear at the time. The subcommittee feels that it will better serve the interests of the Administration and of the countries receiving relief if it confines its report to the statement of a few leading principles by which, in its opinion, the distribution of relief and rehabilitation supplies should be governed, and to the expression of its opinion upon some questions of general significance in that part of the work of the Administration.

2. In the course of its deliberations, however, the subcommittee invited the members representing countries at present occupied by the enemy to submit papers outlining the distribution systems existing in their countries and the nature of particular distribution problems to be anticipated after liberation. Valuable contributions were made by the representatives from the following delegations: Belgium, China, Czechoslovakia, French Committee, Greece, Luxembourg, Netherlands, Norway, Poland, and Yugoslavia. The subcommittee desires that these documents should be regarded as part of the materials upon which its report is based. They should be referred to for the guidance they give as to particular conditions and considerations.

3. A majority of countries, from the information at present available, anticipate that they will themselves be able to undertake the distribution within their territories of relief and rehabilitation supplies made available by or with the assistance of UNRRA. In these countries there is expected to be in existence, after liberation, an effective system of distribution agencies (governmental, cooperative, commercial, charitable) and the framework of rationing and price control capable of conversion into an instrument which will assure a fair and efficient distribution of supplies. It is the intention of the Governments of these countries to do all that is possible to suppress black market activities and to remedy any existing inequitable distribution consequent on enemy occupation.

4. In certain countries, the breakdown of the normal organization of distribution is expected to be far reaching by reason, for example, of the liquidation of many commercial and cooperative enterprises, the destruction of technical equipment for storage and transport and of retail shops. The forced migration of large sections of the population will have also disrupted, temporarily at least, the network of commercial and even governmental distributive organization. In these circumstances the direct assistance of the Administration may be needed for the earliest possible restoration of these facilities and organization, and for the provision of temporary expedients to make possible the immediate resumption of distribution.

5. In the opinion of the subcommittee the following are the principles to which the distribution within the recipient areas of relief and rehabilitation supplies should be subject and it recommends their adoption:

I. In general the responsibility for the distribution, within an area, of relief and rehabilitation supplies should be borne by the government or recognized national authority which exercises administrative authority in the area.

II. Distribution should be so conducted that all classes of the population, irrespective of their purchasing power, shall receive their equitable shares of essential commodities. When supplies are sold to consumers, prices should be set at such levels as to facilitate the flow of supplies into the proper hands, and to avoid maladjustments in the price structure of the areas.

III. Distribution of relief and rehabilitation supplies should take place under effective rationing and price controls. The suppression of black markets should not be left to general pronouncements and decrees, but should be the subject of active measures of enforcement applied vigorously and unremittingly.

IV. The government or recognized national authority which exercises administrative authority in the area should take appropriate measures to insure that so far as the distribution within a liberated territory of relief and rehabilitation goods is done through private trade, the remuneration earned by private traders for their services is no more than is fair and reasonable.

V. Use should be made to the maximum practicable extent of normal agencies of distribution, to the particular ends of combating inflation and restoring normal economic activity. This principle, however, cannot be pursued at the expense of measures found necessary under emergency conditions to insure an adequate control of the distribution of supplies and their direction to the appropriate consumers.

VI. At no time should relief and rehabilitation supplies be used as a political weapon, and no discrimination should be made in the distribution of relief supplies because of race, creed, or political belief.

VII. In view of the expectation that, in a liberated territory in which a government or recognized national authority does not yet exercise administrative authority, the Administration may be called on by the military authority to furnish distribution services through its own organization and personnel, it is recommended that, subject to the general provisions governing the relation of the Administration to the military authority and the national government or recognized national authority concerned, the Administration should make the fullest possible use of local authorities and of local organizations.

VIII. The Administration must be prepared to render direct assistance in distribution whenever, because of unusual circumstances, the government concerned requests such aid within its territory. Wherever, as a consequence of such request, the Administration is directly concerned with internal distribution, it should follow, in cooperation with the national or local authorities, the same general principles as those recommended above to member governments.

IX. The Director General should be kept fully informed concerning the distribution of relief and rehabilitation supplies within any recipient areas, and under all circumstances there should be the fullest working cooperation between the governments concerned and the Administration for this purpose.

Committee IV—Subcommittee 2

Report of the Subcommittee on Policies With Respect to Health and Medical Care

Chairman: Thomas Parran (United States of America)
 Vice Chairman: J. Heng Liu (China)
 Rapporteur: Melville Mackenzie (United Kingdom)
 Secretary: James A. Crabtree

The Subcommittee on Policies with Respect to Health and Medical Care having met and considered the matters referred to it, has adopted unanimously the following report which it submits to Committee IV:

Scope of the Health Work of UNRRA

1. The health work will necessarily constitute one of the primary and fundamental responsibilities of UNRRA. The relief and rehabilitation program must aim toward the maximum of health security within the practicable limits of the resources of the United Nations.

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2. This program would consist chiefly of the provision of assistance to governments in the rapid reestablishment of their health services generally, preventive and curative. These services include not only disease control and relief from malnutrition, but also the reestablishment of medical services, hospitals, dispensaries, sanatoria, health centers, laboratories, environmental sanitation, maternity and child welfare services, the control of endemic diseases, particularly tuberculosis and venereal diseases, and other essentials for health. For this purpose UNRRA should be prepared to give assistance in connection with equipment and supplies, personnel, expert advice, facilities for technical training, and the collection and dissemination of information bearing on the above problems.

3. One of the aims of UNRRA should be to equalize opportunity for the restoration of health in the various countries. This will involve a sharing of responsibilities and equitable distribution of goods and other assistance in proportion to need and in accordance with a coordinated plan.

4. Among the most important functions of the Health Organization of UNRRA will be work in connection with the control of epidemics, particularly those affecting more than one country.

Early examination will have to be made of the best method of collecting, analyzing and collating such reports regarding epidemics as may be available from any source including such information as the military may find it possible to furnish, and subsequently distributing this information for the use of member governments as well as UNRRA itself.

Furthermore the Health Organization will sponsor promptly the conclusion of emergency agreements among the various governments establishing uniformity in the quarantine measures to be observed among them.

In addition the Health Organization will seek to coordinate the steps taken by countries mutually concerned in the control of outbreaks of infectious diseases. Moreover UNRRA may be called upon to provide urgently needed medical supplies for meeting an emergency. In view of the obvious importance of dealing rapidly with epidemics, it is essential that the Health Organization has at its immediate disposal trained personnel and material.

5. The Health Organization may be called upon to provide for the loan of experts to various countries, particularly in cases where diseases have been introduced for the first time as a result of the war, and with the control of which neither the National Health Authority nor the local practitioners are familiar, or where diseases already endemic have reached epidemic proportions.

6. The medical aspects of nutrition will constitute one of the chief preoccupations of the Health Organization, and measures directed against undernourishment and malnutrition should be carried out upon medical advice. The Health Organization will be urgently concerned with the provision of nutritional standards adequate for the maintenance of health in the territories in which it operates.

7. The Health Organization in collaboration with the member governments concerned will play an extremely important part in the health supervision and control of returning displaced persons. In this connection it will be important to coordinate the health measures taken in the country of departure, the countries of transit, and if the government concerned so desires, in the country of destination.

8. The special health needs of children and expectant and nursing mothers must be given early recognition by the Health Organization. Prompt and adequate provision for the health and nutrition of these vulnerable groups is essential to the restoration of normal family life and community stability.

The problems of health among orphan children will be acute and must be dealt with in close collaboration with other functional units of UNRRA. Special measures will be required to deal with communicable diseases among all children, particularly those who are homeless and lost, and those whose resistance against disease has been lowered by malnutrition. This may well be intensified by overcrowding, and the lack of clothing and of other essentials for health and normal development.

Although it may be necessary at the outset to deal with the health problems of mothers and children through group arrangements, including maternal and child health clinics, feeding stations and other emergency provisions, yet as soon as possible, such care should be individualized to meet the needs of each.

The Health Organization should participate in the development of UNRRA plans for providing food for these special groups in order that food policies may be maintained in consonance with their special physiological needs.

The Health Organization may also be called upon by member governments to assist in dealing with the conditions of anxiety, fear and emotional disturbances which will have arisen in peculiarly great frequency among the children and youth of occupied territories.

9. A constant objective of the health program should be to demonstrate the effectiveness and need for international collaboration in public health. In so doing it will facilitate the later development of a permanent world-wide health organization.

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Policies With Respect to Governmental and Non-governmental Health Organizations—Relationships With National Health Services

10. It is the duty of national health services to assume full responsibility for public health within their countries and UNRRA should assist in the effective prosecution of those activities directed to this end whenever this is requested by a member government.

Whenever possible the national and local health services should be the channel through which the health work of relief and rehabilitation operations are carried out, and it should be a constant objective of the Health Organization to assist in strengthening these services.

Collaboration Between Member Governments in the Control of Epidemic Diseases

11. Since diseases are not limited by political boundaries, member governments must collaborate fully in the joint adoption of measures designed to control the international spread of disease especially through the exchange of epidemic intelligence so far as military security permits, joint action in connection with the health aspects of repatriation of displaced persons and where necessary direct collaboration between their national health services. Such necessary coordination and combined action could best be arranged by the creation of a special section in the Health Organization of UNRRA for epidemiological control.

Cooperation With Governmental International Health Agencies

12. Cooperation with existing Governmental international health agencies should be fostered. The Health Organization of the League of Nations, the industrial health section of the International Labor Office and the Pan-American Sanitary Bureau have much to offer on the basis of their long experience and accomplishments. In view of the importance of nutrition from a health point of view, cooperation should be sought with the Interim Commission established by the United Nations Conference on Food and Agriculture, and with any permanent organization which may succeed it. Cooperation with the International Public Health Office in Paris is, of course, out of the question at the present time.

Cooperation With Non-governmental Health Agencies

13. The wide experience and good will of the non-governmental health agencies should be utilized to the utmost as it is clear that the full participation of all such agencies may well be needed. In accordance with the terms of the Agreement, plans and policies should be developed whereby the resources of such organizations may be used effectively in those health aspects of relief and rehabilitation in which they have special competence.

General Functions of the Health Organization

14. The general functions of the Health Organization should include:

- (a) responsibility for the health aspects of all the work of UNRRA;
- (b) assembling of comprehensive data on the health and medical organization of the various countries, including information on hospitals, dispensaries, health centers, laboratories, sanitary installations and scientific institutions; the numbers and kinds of local technical personnel; and the local production and distribution of sanitary and medical supplies.
- (c) collection of information on health conditions in the various territories, including data on epidemic diseases, nutrition, sanitation, maternal and child health, tuberculosis and other diseases, the care of the sick and physically handicapped, the local production and distribution of medical and sanitary supplies and all related matters;
- (d) over-all estimation of the amounts and kinds of medical and sanitary supplies needed, and the arrangement for their procurement, allocation, transportation and distribution;
- (e) recruitment of technical and professional personnel, establishment and conduct of training program, assignment of personnel to specific fields of operation, and the general direction of health operations in the field;
- (f) preparation, in collaboration with the respective member governments, of plans for health relief and rehabilitation for specific countries;
- (g) where consistent with UNRRA policy and within the general framework of its field operations, temporary general administration of health services in areas where national or local health services are not yet functioning effectively;
- (h) responsibilities in connection with the health of displaced persons;
- (i) preparation of recommendations to the Council or to the governments concerned for any emergency international agreements necessary to control the spread of disease;
- (j) provision of experts or expert teams at the request of a national government;
- (k) assistance in the control of epidemics;
- (l) carrying out of the general health policies of UNRRA in relation to cooperation with the health service of the appropriate inter-Allied military authority; international governmental health agencies; international and national

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non-governmental health agencies; and other Divisions of UNRRA engaged in activities related to the health field, especially food and agriculture, welfare, and displaced persons.

Policies Regarding the Health Organization of UNRRA

15. The reestablishment of health being one of the principal objects of relief work, it is essential that the status of the Health Organization should be commensurate with its importance in the work of the whole Administration.

It is a recognized principle of administration that all work of a technical character be carried out under technical direction. In view of the fact that almost every aspect of the work of UNRRA will necessarily have health implications (programming, supplies, personnel, training, cooperation with governments, field operations, etc.) the Director of Health must be afforded a position in the Administration which will enable him under the authority of the Director General to develop suitable policies and to exercise proper technical direction over all health aspects of the work of UNRRA.

16. The Health Organization should consist of a Director of Health and a technical and administrative staff, a standing technical Committee on Health of the Council which would be advisory to the Council, to the Central Committee, and to the Medical Director, and the necessary regional organization. Experience has shown that a considerable degree of decentralization is desirable in health administration, so that strong regional organizations will be needed in areas such as Europe and the Far East.

Director of Health of UNRRA

17. There should be in the Administration a health organization with a Director of Health, who should be accorded a position in the Administration, which will enable him, under the authority of the Director General, to develop suitable policies and to exercise proper technical direction over all health aspects of UNRRA.

Acting under the authority of the Director General the Director of Health would be responsible for the health and medical aspects of all UNRRA activities. He would be directly concerned in all major policy and administrative decisions in which health, medical, or nutrition problems are involved. It follows that the status and success of UNRRA from the health point of view depend on obtaining the services of a Director of Health of the highest possible professional standing, whose previous work is such as to command the respect of those qualified to judge, both from a technical and administrative point of view.

Regional Health Directors

18. A Regional Health Director should be appointed to each Regional Organization; his position should be relatively similar to that provided for the Director of Health.

Executive Health and Secretarial Staff

19. The greatest care will be required in selecting health personnel for field work in the various countries. Technical competence is fundamental, but almost equally important is the ability to work in a team with others of a different nationality as the staff will necessarily include health personnel from a number of countries. This qualification is of primary importance for members of the staff required to work away from Headquarters, for they must be able to understand the outlook of the people among whom they are called upon to work. In comparison with this qualification, a knowledge of languages, though a valuable asset, is of secondary importance.

During and immediately after the war it will be by no means easy to find health personnel who possess such divergent capacities. In order to enable UNRRA to obtain promptly the necessary staff, the various member governments should facilitate the secondment or otherwise make available health personnel both from central and local health authorities, including short term appointments.

Field Missions

20. The organization of health missions and the constitution of individual missions should be the responsibility of the Director of Health or the Regional Directors of Health, acting under the authority of the Director General.

With regard to the field organization, however, it is impossible to anticipate what types of individual or special missions may be required. Member governments may well ask for highly technical assistance in almost any branch of medical or sanitary science, particularly in view of the isolation of many of their own experts during the years of war. The Health Organization of UNRRA should, therefore, collect information regarding individual experts and expert teams which might be made available for service in the field should the occasion arise.

Standing Technical Committee on Health

21. A standing technical Committee on Health should be appointed as provided for in the Agreement. For efficient work the number of members should be limited to between 9 and 15. Chairmen of the Regional Health Subcommittees should be included in the membership of the standing technical Committee on Health. As the Agreement provides that the Council can appoint as members of the Committee on Health alternates of special competence in their respective

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fields of work, it is urged that members should nominate for the Committee alternates technically capable of aiding in the deliberations of the Committee. It is of the greatest importance that such alternates as are nominated be accredited as representatives of their respective Public Health Services.

Regional Health Subcommittees

22. Since experience has proved the desirability of a considerable degree of decentralization in health administration, particular attention should be paid to the setting up of strong Regional Health Organizations including Regional Health Subcommittees. Undoubtedly the Regional Health Subcommittees, consisting of from 9 to 15 members, should be made up of accredited representatives of the national health administrations concerned. The importance of such representation is obvious in the case of epidemics involving more than one country for in these circumstances success in preventing the spread of the epidemic will involve combined action by the several health administrations involved.

23. Both the central standing technical Committee on Health and the Regional Health Subcommittees should make it a practice to invite the participation of representatives of the health services of any countries in meetings at which important measures directly affecting such countries are discussed.

Expert Commissions

24. In view of the highly technical character of the health work of UNRRA it will be essential for the standing Committee on Health and any Regional Health Subcommittee to have authority to appoint expert commissions. The members of these expert commissions should be nominated as individuals and solely on the ground of their special knowledge of the subject concerned. As members of expert commissions speak as individuals only, there is no necessity to make any such commission even approximately representative of a number of countries, except so far as this may be necessary in order to get a balanced representation of several schools of scientific thought. National and administrative views would be represented by the standing technical Committee on Health and the Regional Health Subcommittees, and it is for this reason among others, that recommendations of experts or expert commissions should invariably pass through the Committee on Health or the Regional Health Subcommittee, as the case may be, before their final acceptance.

25. Among others, expert commissions on nutrition will be required which, in view of the wide differences obtaining in the food habits and nutritional status between various parts of the world might be regional in character. These experts would deal with the scientific and physiological aspects of the nutrition problem and would give advice in con-

nection with any proposed alterations in the constitution of rations, the priorities of special rationing and the classes of the population requiring special consideration, e.g., expectant and nursing mothers, infants, cases of tuberculosis, deprivation diseases, etc.

26. Consideration should be given to the constitution of an expert commission dealing with the health of mothers and children which might be related to comparable groups of experts dealing with other aspects of maternal and child care.

Conference of Directors of National Public Health Services

27. Provision should be made to enable the Director of Health under the authority of the Director General and with the approval of the Council to summon, either centrally or regionally, a conference of Directors of National Public Health Services whenever practicable and desirable.

Immediate Tasks of the Health Organization

28. The tasks calling for immediate action include:

- (a) Selection of a Director of Health, and the recruitment of a competent staff, utilizing the full resources of the United Nations so far as they can be made available at the present time.
- (b) Immediate provision of help upon request of any member government in order to meet emergency health problems which have actually arisen as the result of the war.
- (c) Collection and assembly of all information available on those areas likely to be liberated first and scientific data which may be of value to the Health Organization.
- (d) Conferences with appropriate Health Officials of the member governments concerned with regard to the nature and amount of assistance that may be required of UNRRA.
- (e) Recruitment and training of personnel for field missions.
- (f) Study and collation of previously prepared estimates of health, medical, and sanitation supplies, and arrangement for their scheduling and procurement, with emphasis upon the importance of rapidity in forward procurement particularly in respect of supplies required for the control of epidemics.
- (g) Collaboration with the Allied Military Authorities for the collection of information regarding the existing conditions in liberated areas, the prevalence of epidemics and the arrangements for the orderly transfer of any health responsibility to UNRRA, where this is so requested by the member government or the Military Authorities themselves.
- (h) Training of nationals of the various countries in special medical and allied technical work. Whilst facilities have

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already been made available in connection particularly with training in the making and fitting of artificial limbs, training in the use of mass radiography apparatus, laboratory technical assistants, etc., yet it is felt that this service should be greatly increased so as to cover a much wider scope in order to provide the technicians who will be required for medical relief work immediately a country is liberated: for this purpose it would be desirable for some governments to assign certain of their nationals for training, and for others to offer facilities for such training.

- (i) Obtaining of medical literature dealing with the progress of medicine and hygiene during the years of war for the liberated countries. For this purpose the Health Organization of UNRRA should give immediate consideration to the possibility of collecting selected periodicals on the various branches of medical and sanitary science.

29. Even though it may not be possible for UNRRA to meet all the relief and rehabilitation needs of the populations affected by the war, nevertheless by approaching the tasks through the wise use of the technical resources of the United Nations, mobilized and engaged in the same spirit of cooperation as they are now devoted to the prosecution of the war, it should be possible, in the public health sphere, to attain comparable success in the war against disease and for the restoration of health.

30. In the foregoing report the problems dealt with include those which it is hoped will be of value to the Director General and the Health Organization and those which may require Council action. The matters which may require Council action are presented in separate resolutions.

Committee IV—Subcommittee 3

Report of the Subcommittee on Policies With Respect to Welfare Services Including Relations With Voluntary Relief Agencies

Chairman: Jan Kwapiński (Poland)
 Vice Chairman: Henrique Gil-Fortoul (Venezuela)
 Rapporteur: Viscount Alain du Parc (Belgium)
 Secretary: Harry Greenstein

The Subcommittee on Policies With Respect to Welfare Services Including Relations With Voluntary Relief Agencies, having met and considered the matters referred to it, submits the following report to Committee IV:

I. Within the framework of its total program and with the closest collaboration between its health, welfare, and other appropriate

organization units, the Administration should make specific provision for welfare services for victims of war—in particular for children, expectant and nursing mothers, the aged, and the disabled.

As defined by the Subcommittee the term welfare includes

- (a) social relief such as food, clothing, shelter, and other basic necessities of life made available to persons unable through the effects of war to provide for themselves or their dependents, and
 (b) services for the personal rehabilitation of individuals requiring special help.

II. In general, welfare services should be administered, so 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.

Continuous cooperation should be maintained and information exchanged between the government concerned and UNRRA.

III. UNRRA should be prepared to administer welfare services directly, either in part or in whole, when called upon by a government, who for any reason is unable itself to administer these services.

IV. Because of already prolonged suffering due to war and because of critical needs, UNRRA should arrange to provide, as promptly as possible, the necessary welfare services, to be available when countries are liberated or occupied by the United Nations.

V. It should be the policy of UNRRA to enlist the cooperation and participation of foreign voluntary relief agencies which may, in the judgment of the Director General, have the competence, personnel, and other necessary resources which can be effectively integrated with the UNRRA program.

VI. The Council, in furtherance of the above stated principle, should adopt the attached resolution on "The Role of Foreign Voluntary Relief Agencies in the Relief and Rehabilitation Program of UNRRA".

VII. Welfare services should be designed to help people to help themselves. Wherever possible constructive work opportunities and measures for self-help should be provided to permit those receiving relief to produce at least some of their own basic requirements.

VIII. Welfare services administered by or in cooperation with UNRRA should be provided without discrimination because of race, religion, nationality, citizenship, or political belief.

IX. Because of the magnitude and complexity of the welfare problems confronting UNRRA, and the necessity for effective technical guidance, there should be created by the Council a technical standing Committee on Welfare.

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Statement of Committee IV, Subcommittee 3, for Information and Not for Action

(Policies With Respect to Welfare Services Including Relations With Voluntary Relief Agencies)

The following statement was approved by Committee IV without change.

STATEMENT

(For Information and Not for Action)

(Reception No. (217) 246)

Committee IV—Subcommittee 3

Subcommittee on Policies With Respect to Welfare Services Including Relations With Voluntary Relief Agencies

Chairman: Jan Kwapinski of Poland
 Vice Chairman: Henrique Gil-Fortoul of Venezuela
 Rapporteur: Viscount Alain du Parc of Belgium
 Secretary: Harry Greenstein

The Subcommittee on Policies With Respect to Welfare Services Including Relations With Voluntary Relief Agencies, having met and considered the matters referred to it, submits the following statement for information and not for action. In a separate report the subcommittee has made specific recommendations for consideration and action.

1. Reports presented by members of the Subcommittee relate in grim detail the appalling toll that war has exacted in their respective countries. They indicate too the importance of providing within the broad framework of the total UNRRA program, welfare services.⁴

2. The principal groups of the population for which special welfare care will be required are the children, particularly war orphans, persons disabled by war, the homeless and the stateless and, finally, families in which war has created welfare problems. In view of the magnitude of these needs it is already apparent that a number of governments will require special and immediate assistance in dealing with these classes of populations.

3. Millions of those in need as a result of the war, obviously, are persons who in normal times would be wholly capable of providing for themselves and would not now require help except for the disaster that has overwhelmed them.

⁴ As defined by the Subcommittee the term welfare includes:

- (a) social relief such as food, clothing, shelter, and other basic necessities of life made available to persons unable to provide for themselves or their dependents and
- (b) services for the personal rehabilitation of individuals requiring special help.

4. The extent to which UNRRA may need to cooperate in providing welfare services will, of course, depend upon the degree of disruption and destruction of the social and economic life of each area.

Administrative Responsibility

5. Since provision of welfare services in a country is a primary charge upon the government of that country the role of UNRRA should be to help, wherever necessary, to reestablish or strengthen national governmental welfare agencies. It should, therefore, be the general policy of UNRRA not to administer welfare services within a country with its own personnel but rather to make resources available to an appropriate national governmental agency (or agencies) to be administered in accordance with plans agreed upon between UNRRA and the national agency. Where governments have not established or designated appropriate agencies to assume responsibility for welfare services UNRRA itself may have to administer them. Or, UNRRA may enter into direct working relationships with appropriate local governmental agencies and authorities or with voluntary agencies.

Cooperation Between UNRRA and Foreign Voluntary Relief Agencies

6. Though one of the primary functions of UNRRA will be to help governments to meet welfare needs existing within their respective jurisdictions, this alone will not be enough. The resources, personnel and skill of voluntary agencies, too, will be needed. Within such limits as may be imposed by necessity, it should, therefore, be the policy of UNRRA to enlist the cooperation of foreign voluntary relief agencies and to seek their participation 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 program as a whole.

7. The close working relationship between UNRRA and voluntary agencies envisaged here will, obviously, require careful supervision and coordination to prevent either duplication of service or gaps in service. Foreseeing need for such supervision and coordination the Agreement establishing UNRRA prescribes that foreign voluntary relief agencies may not initiate operations in any area receiving relief from UNRRA unless subject to the regulation of the Director General.

8. In furtherance of principles outlined here the Subcommittee recommends for Council action the following resolution:

- 9. "Whereas, the Council is convinced that relief and welfare needs within a country are a primary responsibility of that country; and
- 10. "Whereas the Council recognizes that war has disrupted governmental services in certain occupied countries and destroyed na-

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tional resources to such an extent that international cooperation must be relied upon to enable governments to meet their acute relief and welfare needs; and

11. "Whereas the Council realizing that even the combined resources of governments of such countries and of their national voluntary agencies may leave unmet certain needs which the experience, personnel, skill, and other resources of foreign voluntary relief agencies may help to meet; it is, therefore

RESOLVED

12. "That it should be the policy of UNRRA to enlist the cooperation and seek the participation of appropriate foreign voluntary relief agencies, to the extent that they can be effectively utilized in relief activities for which they have special competence and resources, subject to the regulation of the Director General in accordance with Article IV, paragraph 2, of the Agreement establishing the United Nations Relief and Rehabilitation Administration; and

13. "That the extent to which foreign voluntary relief agencies should be used for assistance in the relief and rehabilitation of distressed people in any country should be a matter to be determined by the Director General in consultation with the respective governments."

General Welfare Principles

14. The first objective of a welfare program must be to provide necessary supplies and services, at the earliest possible moment, to men, women, and children who for various reasons arising out of the war are unable to care for themselves. In this connection it is extremely important to establish centers of advice and information where people in need can be directed to secure, with a minimum of delay, the help they need.

15. Almost as important as the prompt provision of necessary supplies is the method of their distribution. For example, in some instances what is most needed may be temporary measures for mass feeding or, perhaps, school-feeding projects. In other instances the use of food tickets or food orders might be desirable. Again, it might be that cash allowances should be granted to resourceless persons to permit them to purchase through normal channels the relief supplies they require.

16. If, in initiating relief operations it is impossible immediately to inaugurate all needed measures or if, for any reason available resources should prove inadequate to meet all needs, it may be necessary to establish priorities. In establishing priorities early attention from the welfare standpoint must, of course, be given to the special needs of young children and youths. Of paramount importance too is the provision of immediate aid to pregnant women and nursing

mothers. Early consideration will also need to be accorded to key workers such as physicians and nurses.

17. High among priorities established in any area will be welfare institutions (for children, the aged, disabled persons, or persons who are physically or mentally handicapped) which may require special allotments of food, blankets, clothing, or other necessities.

18. Whatever priorities may have to be established, full consideration must be given to local opinion. To secure this guidance and to make certain that policies adopted follow established patterns of community life wide use should be made of local advisory groups composed of representative leaders of the community. Furthermore, decisions reached must be carefully interpreted to local communities.

19. Responsible authorities must constantly be aware of the extent of needs remaining unmet, and do all within their power to see that essential welfare services are provided as quickly as possible. For example, although in initiating operations it may be necessary to begin with the children effort must be made, as soon as circumstances permit, to extend needed assistance to their parents also.

20. Although certain priorities may have to be established there should be no discrimination because of race, religion, nationality, citizenship, or political belief.

21. Welfare services should be designed to help people to help themselves. They must also permit recipients to maintain their self-respect.

22. To prove truly rehabilitative, welfare services must be of sufficient diversity to meet the wide variety of needs. For example, provision for medicine as well as food, provision for a needed appliance, provision for tools to a needy workman, or seed and equipment to a farmer who cannot secure them otherwise, may all help people to become self-supporting. Failure to provide needy persons with those essential services, on the other hand, may prolong the necessity for reliance upon relief measures.

23. Wherever possible constructive work opportunities and measures for self-help should be provided to permit those receiving relief to produce at least some of their own clothing and other requirements.

24. Social insurance institutions in each country also offer a sound and permanent basis for constructive rehabilitation. Every effort should be taken, therefore, to rebuild and strengthen these systems wherever necessary. Aged, sick and disabled persons, widows and orphans, and unemployed individuals can be provided cash insurance payments through these institutions. In this way beneficiaries will be enabled to purchase their own requirements through regular channels thus expediting the return to a normal way of life.

25. There are also somewhat more extensive programs that will be needed. These include aid to broken families to help breadwinners

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and dependents to reunite; vocational training or retraining of workers young or old, injured or disabled, or workers temporarily or permanently displaced.

26. Still another cardinal principle to be observed is that welfare services must be carefully related to the customs, ways of life, and standards of living prevailing in the countries of operation. For example, foods to be provided should so far as possible and consistent with proper standards of nutrition take into account native preferences. Clothing should be adapted to weather and local tastes. Also, account must be taken of the various cultural and religious as well as social sensibilities.

27. Furthermore, every effort should be made to preserve and strengthen normal social groupings. Rather than to initiate or prolong unnecessarily mass feeding, mass housing families should, wherever possible, be helped to live together as families. Similarly, attempts should be made to enable children to live with their own or foster families rather than in institutions unless specialized institutional treatment is clearly required.

28. As aids to adapting welfare measures to national and local needs it will be important in field operations to give national and local leaders a real voice in the framing of policies to be carried out. Only if this principle is observed can services made available by or in cooperation with UNRRA make a maximum contribution to the strengthening of a nation's own continuing relief and welfare measures.

29. Careful adherence to the broad principles outlined here will also help to restore to self-support and self-sufficiency those who, for the moment and because of factors far beyond their control, temporarily need the welfare services that UNRRA may provide.

Welfare Personnel

30. To insure effective administration of its program UNRRA will require qualified welfare personnel. In the selection of an administrative staff, therefore, first consideration must be given to technical competence. Whether the task is to care for orphaned or other disadvantaged children; to provide for aged or disabled persons; to feed masses of men, women, and children; or to render any of the wide variety of services likely to be needed, the primary requisite should be knowledge of the work to be done and skill in its performance.

31. Among the types of welfare personnel likely to be needed are specialists in the care of children; specialists in nutrition; specialists in the care and vocational training of disabled persons; specialists in the development of work opportunities through which needy persons can be helped to provide some of their own requirements; specialists

in the operation of welfare institutions; and specialists in the administration of employment offices and the social insurances.

32. Second in importance only to technical competence is a sympathetic understanding of the economic and social situation of the people among whom welfare work is to be done. Consideration must also be given to the selection of personnel having a knowledge and an appreciation of the normal customs and ways of life of the people among whom they work. Ability to speak the language of a people is, of course, to be desired but should be subordinated to technical competence.

33. A further consideration to be kept in mind in the selection of personnel is the ability to carry out responsibilities without favor, prejudice, or discrimination.

34. Because of the pressure and difficult conditions under which relief work must be carried out, care must be exercised in placing in demanding roles only those with sufficient physical vigor and stamina to perform their arduous duties successfully.

35. Attention must also be given to the selection of personnel that will be flexible and adaptable. Staff members will need to be imaginative and ingenious in devising ways of making resources yield the largest possible returns and in meeting problems not coming within their usual fields of responsibility.

36. Personnel engaged as members of the staff of UNRRA must have an appreciation of the principles underlying the UNRRA program. Furthermore, since UNRRA is a truly international organization, its welfare staff should be comprised only of persons possessing an international viewpoint and willing—for the period of their employment by UNRRA—to dissociate themselves from any national interests or objectives which might conflict with their responsibility to the family of nations by which they are employed.

37. In order that welfare workers—whether employed by UNRRA, by other governmental agencies or by voluntary organizations—may be adequately prepared for their exacting duties the necessary training programs should be initiated immediately.

Recommendation for Establishment of a Technical Standing Committee on Welfare

38. Discussion by the Subcommittee brought out sharply the magnitude and complexity of the welfare problems confronting UNRRA. The Subcommittee accordingly recommends to the appropriate committee of the Council the creation of a Technical Standing Committee on Welfare.

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Committee IV—Subcommittee 4

Report of the Subcommittee on Policies With Respect to Assistance to Displaced Persons

Chairman: Gustavo Gutierrez (Cuba)
 Vice Chairman: Anders Frihagen (Norway)
 Rapporteur: Sir George Rendel (United Kingdom)
 Secretary: George L. Warren

The Subcommittee on Policies With Respect to Assistance to Displaced Persons having met and considered the matters referred to it, submits the following report to Committee IV:

1. The Subcommittee has had before it the recommendation made to the Council by Subcommittee 1 of Committee II, of which the relevant passage runs as follows:

The supplies and services of which the Administration will seek to ensure the provision fall under four heads:

2. *Relief services:* such as health and welfare; assistance in caring for, and maintaining records of persons found in any areas under the control of any of the United Nations who by reason of war have been displaced from their homes and, in agreement with the appropriate governments, military authorities or other agencies, in securing their repatriation or return; and such technical services as may be necessary for these purposes.

2. It has assumed that, in making recommendations to the Council on the subject of the "preparation and arrangements . . . for the return of prisoners and exiles to their homes", provided for in the preamble to the Agreement, it should be guided by the general terms of the recommendation of Subcommittee 1 of Committee II referred to above. It has felt justified in interpreting those terms as widely as possible, and in also giving consideration to certain consequential aspects of the problem not specifically covered by the terms of that recommendation.

3. The Subcommittee has also had before it a report prepared in October, 1943, by the Technical Advisory Committee on Displaced Populations which formed part of the Inter-Allied Committee on Post-War Requirements under the chairmanship of Sir Frederick Leith-Ross, as well as a factual survey of the whole problem of the Displacement of Population in Europe, prepared by the International Labor Office and published by that Office in Montreal in 1943 (Studies and Reports—Series O (Migration No. 8)). Among the other documents which have been submitted to it for its guidance has been a report issued in September and October of this year by the Inter-Allied Committee in London for the preparation of an armistice containing various tentative proposals for the establishment of a distinct international organization to deal with certain aspects of the problem of repatriation in Europe.

4. In the light of the information before it the Subcommittee felt that it should begin by attempting a somewhat more detailed definition of the various categories of persons likely to be affected by the repatriation activities of UNRRA. In doing so it has taken into account such factors as their nationality of origin, the circumstances which have led to their removal from their homes, the countries in which their original homes were situated and whether these were identical or not with their countries of origin, the countries of exile in which they may be found when UNRRA is in a position to render them assistance—e.g. whether they are found in liberated or occupied territory, in territory which has been continuously under Allied control, or in the territory of neutral or nonbelligerent States—and also such factors as their material circumstances and their desire or otherwise to remain where they are, to return to their former homes or to be settled elsewhere.

5. Bearing these various considerations in mind, and subject to what is said in paragraph 8 regarding the concurrence of the governments concerned, the Subcommittee has reached the conclusion

- (a) that UNRRA should in particular regard itself as responsible for assisting in the repatriation to their country of origin of those nationals of the United Nations who have been obliged to leave their homes by reason of the war and are found in liberated or conquered territory;
- (b) that UNRRA should also assist those nationals of the United Nations who have been displaced within their own (liberated) countries to return to their homes in those countries, if requested to do so by the member government concerned;
- (c) that UNRRA should also assist in the repatriation of those nationals of the United Nations in other countries who are exiles as a result of the war, and whose return to their homes in liberated territory is regarded as a matter of urgency;
- (d) that UNRRA should also assist those nationals of the United Nations and those stateless persons who have been driven as a result of the war from their places of settled residence in countries of which they are not nationals, to return to those places;
- (e) that UNRRA should also assist in the repatriation of any other categories of persons which can be shown to fall within the proper scope of UNRRA's activities in this respect.

6. On the other hand it was decided by the Subcommittee that UNRRA should not have any responsibility for the repatriation of

prisoners of war who have served in the armies of the United Nations unless requested by the member government concerned to undertake such responsibility in respect of any particular group. It was felt by certain members of the Subcommittee that, while in the case of prisoners of war from the armies of certain of the United Nations no problem would arise, in other cases the fact that the prisoners had originally been prisoners of war is likely to have been to a large extent obscured by subsequent acts of the enemy authorities in illegally demobilizing them, interning them as civilians, employing them in labor camps, deporting them to other territories or otherwise ignoring their military status. The Subcommittee felt that in cases where this has occurred on a large scale the government concerned may well wish to invoke the assistance of UNRRA with a view to securing the early repatriation not only of such prisoners but also of such of the prisoners of war from its army as have been allowed to retain their military character. The fact that the preamble of the Agreement specifically refers to the return of prisoners as one of the possible activities of UNRRA would seem not to exclude such prisoners from its scope, although they are not specifically included in the resolution of Subcommittee 1 of Committee II quoted above; and the Subcommittee therefore trusts that it will not be regarded as having exceeded its powers in making the present recommendation on this point.

7. The Subcommittee fully accepted the necessity, referred to in the resolution, for the Administration to discharge responsibilities in assisting the return to their homes of the above categories of persons "in agreement with the appropriate governments, military authorities, or other agencies" concerned.

8. As regards "agreement with the appropriate governments", the Subcommittee understands that the governments concerned may include the government or governing authority (other than an enemy or ex-enemy government or governing authority) of the country in which the persons to be repatriated are temporarily resident, of any country through which they may have to pass, of the country in which they were formerly residents, and of the country of which they are nationals. The Subcommittee assumes that UNRRA in the course of seeking to reach agreement with these various governments will keep the other governments concerned fully informed of the progress of the negotiations. The Subcommittee, recognizing that UNRRA cannot render assistance to any of the categories of persons referred to above without the concurrence and cooperation of the governments concerned, which it will be the duty of UNRRA to secure, expresses the hope that all the governments concerned will deal with any requests which they may receive from UNRRA in this connection in a spirit of wide humanity even if the request refers to persons who are not their nationals. The

Subcommittee's further recommendations on this point and on the question of cooperation with the military authorities are contained in paragraphs 14, 15, 17, 20, and 23 below.

9. As regards the question of cooperation with other agencies, the Subcommittee is informed that the International Red Cross already possesses a wealth of information and experience, particularly indexes containing some 15 million names, including those of service personnel, interned civilians and others which might be of the greatest value in assisting the work of UNRRA. There are also numerous other voluntary organizations which have specialized in the work of succoring refugees and displaced persons which could render valuable assistance to the organs of UNRRA in this respect. The Subcommittee recommends that the Administration should take steps to insure the closest cooperation with these agencies. In this connection the Subcommittee welcomes and draws particular attention to the recommendations contained in the report of Subcommittee 2 of Committee II on Relations With Other Intergovernmental Agencies (Reception No. 197).

10. Another organization with which the closest cooperation will be necessary is the Inter-Governmental Committee on Refugees which has long dealt with those persons who have been obliged to leave their homes for reasons of race, religion, or political belief. UNRRA will assist in the care and repatriation of such of these persons as can, and are willing to, return to their countries of origin or of former residence. The Inter-Governmental Committee has the function of finding places of settlement for such of them as fall within its competence and as cannot or do not desire to be so repatriated. It should be the responsibility of the relief organs of UNRRA to assist, for a reasonable period, in the care of such of these refugees as cannot be repatriated, until the Inter-Governmental Committee is prepared to remove them to new places of settlement.

11. The question what action if any should be taken by UNRRA in regard to assisting the return to their homes of displaced persons of enemy or ex-enemy nationality is one which presented particular difficulties. In order to insure that the homes of United Nations nationals that have been intruded into and settled in by enemy or ex-enemy subjects, may be returned to their rightful owners, the Subcommittee suggests, that while it is not the purpose of UNRRA to assist enemy subjects, the removal of the said homes, may be properly undertaken by UNRRA with the consent of the government concerned.

12. As however the return to their countries of origin may raise questions of great complexity, the Subcommittee suggests that this specific point should be referred to an early meeting of the Council as a separate issue, in order that a broad directive of policy may be laid down for dealing with it.

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13. Having agreed on the above general classification of the persons in whose repatriation, or return to their homes, UNRRA is likely to be called upon to assist, the Subcommittee considered certain other aspects of the problem.

14. In the first place the Subcommittee was greatly impressed by the fact that, when the problem of the return of such people to their homes presents itself, it is likely to do so with the greatest urgency. On the liberation of any territory from enemy occupation, or on the collapse of enemy control in other regions where any large groups of displaced persons are resident, there is a grave danger that a mass movement of such persons may begin before any adequate machinery to control or organize it has been set up. The Subcommittee is aware that UNRRA will not normally be called in during the military period in any liberated or occupied territory; but the Subcommittee wishes to emphasize its view that, if the eventual task of UNRRA in organizing and providing for the repatriation and return of exiles to their homes is to be adequately carried out, it is vitally important that the closest liaison should be established with the military authorities of the United Nations in the territory concerned from the outset. In default of this, the already difficult task of controlling the mass movements which are likely to break out may be very greatly complicated.

15. The Subcommittee would emphasize that, unless this close liaison can be arranged at an early stage, groups of displaced persons are likely to be dealt with in an uncoordinated manner. In particular it feels that the methods adopted for identifying and classifying the various categories of persons to be repatriated should be based on a single principle from the outset, and it ventures to urge that preliminary discussions should take place at the earliest possible moment between the competent organizations of UNRRA and the governments concerned in order to establish some uniform system of dealing with these persons, during both the military and the subsequent periods. In this connection the Subcommittee would draw particular attention to the report of Subcommittee 1 of Committee II on the Relationship of UNRRA With the Military Command and Authorities Established To Control Enemy Countries. (Reception No. 219.)

16. Secondly the Subcommittee wishes to stress the vital importance which it considers should be attached to the medical aspect of the problem. In Europe alone it is estimated that there are already tens of millions of displaced persons who will need to be repatriated to their homes. It is clear that mass movements on such a scale are likely to cause an acute danger of the spread of epidemics, not only among the displaced persons themselves but in the countries of their residence, those through which they are likely to pass, and those to which they will return. The Subcommittee therefore recommends that any organ created to deal with this problem should work in the closest association

with the medical and health organizations of UNRRA. In this connection the Subcommittee would draw particular attention to the recommendations of Subcommittee 2 of Committee IV, Policies With Respect to Health and Medical Care. (Reception No. 231.)

17. Finally the Subcommittee has been much impressed by the magnitude of the problem presented by the repatriation of these displaced persons and by the complexity of some of the political issues likely to be involved. It therefore recommends that the closest and most continuous liaison should be maintained between the executive authorities of UNRRA entrusted with the organization of the task and the political authorities of the United Nations. This point is further dealt with below.

18. As regards the organization to be set up to give effect to the responsibilities which may be imposed on UNRRA in connection with assistance to be given for the repatriation of displaced persons, the Subcommittee assumes that, in view of the provisions of Article IV of the Agreement by which it is laid down that the executive authority of UNRRA shall be in the Director General and that he shall have full power and authority for carrying out operations contemplated in the Agreement, the responsibility for organizing and carrying out all the various complicated operations involved will fall on the Director General or on such Deputy Director General or other organs as he may appoint or create for the purpose of dealing with this problem. The Subcommittee therefore does not propose to make any detailed recommendations regarding the precise form which this organization should take. On the other hand, it considers it desirable to draw attention to the necessity of decentralizing so far as possible the executive machinery of UNRRA in matters pertaining to repatriation and to draw attention to certain specific tasks and duties which are likely to fall on UNRRA in this connection, and to make certain broad suggestions with a view to assisting the Director General to formulate his general policy, and with a view to insuring that everything possible is done to secure immediate and effective action in this important field.

19. Among the specific duties which the Subcommittee considers will fall on UNRRA in connection with this work, it would draw particular attention to the following:

- (a) the collection, and dissemination in the proper quarters, of detailed information as to the numbers, location, and condition of the displaced populations, including epidemiological information;
- (b) the issue of preliminary instructions to civilian displaced persons through the radio or by other means;
- (c) the securing of agreement on a unified system of identification records, health certificates, and preliminary identity papers for displaced persons in transit;

- (d) the dispatch of special missions, authorized to take the necessary measures, to countries in which displaced populations are or are believed to be situated; so far as possible these missions should contain members of the same nationalities as the displaced populations concerned;
- (e) the provision of adequate shelter and accommodation for displaced persons, until they can be repatriated;
- (f) the issue of detailed instructions to displaced persons awaiting repatriation on the subject of registration, movement, medical examination and similar preliminaries to repatriation;
- (g) the negotiation with any regional or world-wide international transport authority, with the transport organs of the United Nations and with the competent authorities in the countries of transit, for the transport of displaced populations;
- (h) the creation of central emergency stocks of food and of medical requirements to be available for supply to the returning populations at certain stages of their journeys through various countries;
- (i) the necessary arrangements to insure the supply of the requirements of the displaced persons, including food, clothing, temporary housing and medical care, on their return to their homes; with respect to temporary housing, adequate use should be made of the recommendations formulated in paragraphs 4, 5, and 6 of the section entitled "Shelter" of the report of Subcommittee 6 of Committee IV; (Reception No. 251)
- (j) the establishment in accordance with the general policies of UNRRA with respect to priorities of priorities for the repatriation of the various categories of displaced persons.

20. All these activities and duties would of course have to be performed in the closest consultation and cooperation with the governments concerned, which should be encouraged themselves to assume the greatest possible measure of responsibility for them, particularly—in the case of the governments of which the repatriates are nationals—in matters of finance, though the necessary work of coordinating all action in this sphere must, in the opinion of the Subcommittee, inevitably fall on UNRRA.

21. It will be observed that the Subcommittee has recommended in sections (h) and (i) of paragraph 19 above the provision of supplies to meet the requirements of displaced persons before, during, and after their movement. In this connection the Subcommittee

wishes to emphasize firstly that emergency supplies of food and medicines may be required at very short notice at any point of the journeys of the returning exiles, particularly as there will be a constant danger of epidemics which it must be possible to control and check immediately, and as it will clearly be difficult for any third countries through which the repatriates may have to pass to undertake any large scale commitments in connection with them; and secondly that returning displaced persons are likely to find themselves in an even more distressed condition than those victims of war who have been able to remain in their own homes. This will be particularly so in the case of those whose homes and possessions will be found to have been destroyed in the devastation caused by the events of the war. It may be that the definition of relief supplies and services adopted by Subcommittee 1 of Committee II (Reception No. 219) will be deemed adequate to cover the special needs which will arise in such circumstances.

22. The Subcommittee wishes to emphasize that it has no desire to go beyond its proper sphere in making recommendations on this subject. At the same time it feels bound to lay special stress upon the urgent need which will arise to provide for the reception, shelter, and temporary maintenance of any displaced persons on their arrival at their destination. So far as UNRRA undertakes the responsibility of returning these persons to their homes it is clear that it must also be prepared to insure that adequate preparations are made for their reception, and for the provision for them of emergency shelter, food, and household requirements if the Government concerned is unable itself to provide these necessities or to provide them on a sufficient scale, as may well occur in the case of certain devastated countries. UNRRA must therefore, in the Subcommittee's view, be prepared to give a reasonable measure of assistance in these matters, since it would be unreasonable that it should merely bring populations back to destroyed and devastated areas and leave them there to starve. Moreover unless adequate shelter and the immediate necessities for a self-supporting existence can, by one means or another, be provided, these persons will be unable to reestablish themselves in their homes, so that their last state may well be worse than their first. In this respect adequate use should be made of the practical suggestions indicated by paragraph 7 of the section entitled "Shelter" of the report of Subcommittee 6 of Committee IV. (Reception No. 251.)

23. As has been stated above, the Subcommittee does not feel justified in making any recommendations on the general organization of the machinery required to deal with this problem. It would however direct attention to the fact that in many cases it will be

necessary for UNRRA to deal with a number of governments simultaneously and for the various governments concerned to reach joint decisions or to take joint action. The Subcommittee feels that the Regional Committees of the Council of UNRRA may offer a particularly useful organization for such joint action, and it therefore hopes that the greatest possible use will be made of the Regional Committees by the authorities of UNRRA operating in each particular region. In this connection the Subcommittee would draw particular attention to section 3 of the resolution of Subcommittee 1 of Committee I on the Functions of the Committees of the Council for Europe and the Far East in which it is laid down that the functions of the Regional Committees shall include "the organization of measures in regard to displaced persons and to the coordination of national action in regard to medical and other relief and rehabilitation problems common to the area". (Reception No. 200.)

24. Your Subcommittee has approved the text of this report, which is summarized in the following recommendations:

- I. That the classes of persons to be repatriated be in the first instance those referred to in paragraphs 5 and 6 of this report.
- II. That the question of the assistance to be given by UNRRA in the return to their homes of displaced persons of enemy or ex-enemy nationality who have been intruded into homes from which nationals of the United Nations have been expelled should be considered as a separate issue at an early meeting of the Council.
- III. That the attention of the Director General should be particularly drawn to the specific duties referred to in paragraph 19 of this report in connection with the repatriation of displaced persons.
- IV. That steps should be taken to insure the closest cooperation with the Committee on Health, as well as with the national health authorities of the various countries concerned, with a view to preventing and controlling any epidemics which may be expected to arise in connection with the repatriation of large groups of displaced persons.
- V. That the Director General should take steps to insure the closest cooperation with such agencies as the International Red Cross and the Intergovernmental Committee on Refugees and any other appropriate bodies of suitable standing whose assistance may be of value, with a view to invoking their collaboration in the work of the repatriation of displaced persons.
- VI. That the Director General should establish the earliest possible contact with the military authorities of the United

Nations with a view to concerting plans for dealing in a uniform and closely coordinated manner with any large groups of displaced persons which may be found in any liberated or occupied territory on the entry of the forces of the United Nations into that territory.

Committee IV—Subcommittee 5

Report of the Subcommittee on Policies Relating to Agricultural Rehabilitation and Other Means of Raising Food Essential to Relief

Chairman: E. S. Sergeev (U. S. S. R.)
 Vice Chairman: Carlos Manuel Escalante (Costa Rica)
 Rapporteur: J. H. Gorvin (United Kingdom)
 Secretary: H. W. Parisius

The Subcommittee on Policies Relating to Agricultural Rehabilitation and Other Means of Raising Food Essential to Relief having met and considered the matters referred to it, submits the following report to Committee IV:

PART I

A. General Considerations

1. The world food situation including both supplies and shipping requires that for the first crop year after liberation an absolute priority should be given to the production of foods for direct human consumption.
2. The rehabilitation of the pattern of agriculture in liberated areas and the modification of that pattern to secure agreed nutritional aims can only be undertaken when danger of actual hunger has been removed. Once this has been accomplished, agricultural production can be adjusted to meet more desirable nutritional and agricultural goals.
3. At the present time UNRRA should concentrate its attention upon the first crop year after liberation. For that year the following factors are of primary importance:

(a) European agriculture apart from the devastated areas is reduced but is a going concern. It has been producing all the food consumed during the war in Central and Western Europe including the food for the German and other Axis armies. The situation in the Far East taking the occupied countries as a whole is not dissimilar.

(b) Agricultural production in these areas has been concentrated on providing food for direct human consumption. Expensive forms of animal husbandry have been drastically reduced (pigs, poultry) and there are serious deficiencies in animal products although efforts have been made in Europe to maintain milk production.

4. In the first crop year after liberation the war production pattern should as far as practicable, be continued. Intensive efforts should be made to secure a fuller use of the land. When, however, as in certain areas the war production pattern had been prompted by an acute shortage of foodstuffs resulting in a disproportionate sacrifice in productivity, and provided always that other means can be found for providing essential foods, an early adjustment would be desirable to insure more efficient production.

5. The first responsibility in most countries from the moment of liberation will be to enable farmers to sow and harvest crops. In European countries assistance may also be required at an early date to prevent the further depletion of dairy herds. The local or national authorities will have the necessary knowledge for this task. These needs can be assessed with considerable accuracy and UNRRA should, in conjunction with the national authorities, start forthwith to make provision to meet these deficiencies.

6. The maintenance of livestock production and herds which is of such importance to agriculture requires that the control of animal diseases by all feasible methods including the import of veterinary supplies be undertaken at the earliest possible time.

7. In certain devastated areas the rehabilitation problem will require special additional efforts to re-equip farms with motive power, i.e., draught animals or tractors; to restore fertility to the soil; and to reconstitute essential livestock especially for milk production.

8. The Subcommittee agrees that the principal responsibility of UNRRA in the field of rehabilitation of agriculture and other forms of food production will be to assist local governments in providing the necessary supplies and equipment to increase production to the extent that such imports will reduce the need for relief after the second harvest. The importation of feedstuffs for milk production should have priority over the importation of feed for other livestock production. The former should receive, in principle, secondary consideration to the requirements for imports of food for direct human consumption. Where the need is urgent, the national governments should present a special case to the Standing Technical Committee on Agriculture for readjustment of these priorities.

9. Because of the shortage of animal proteins, fats, and vitamins, national governments or recognized authorities should take immediate steps to insure the early expansion of fisheries and of the whaling industry, and UNRRA should assist to the fullest extent possible.

10. In order to utilize to the greatest advantage the foodstuffs that are home produced or imported, it is recommended that UNRRA should assist the national governments or recognized authorities in restoring necessary processing facilities. It is also recommended that

in order to obtain the maximum food value from bread grains the milling ratio should be maintained at high levels, e.g., wheat at 85 percent.

11. It is recommended that experimental stations and other agricultural institutions which can contribute to the solution of immediate post-war agricultural and food production problems should be put into a position to resume their work as early as possible after liberation.

Agricultural organizations and services, cooperative and other (including marketing and credit societies), had an important role in the provision of finance and agricultural equipment to farmers and in the collection and processing of farm produce. They should prove of special value in the immediate relief period. Wherever the national authorities desire assistance in the reestablishment of such organizations, UNRRA should give such expert assistance as it can provide.

12. Shortage of labor is proving a serious handicap to production in a number of countries. The Subcommittee therefore recommends that the reinstatement of agricultural workers should be achieved as early as possible.

13. In the preceding paragraphs the Subcommittee has been dealing with the short-term problems and principally those of the first crop year. The Subcommittee has studied the reports and recommendations of the United Nations Conference on Food and Agriculture and concurs generally in the conclusions reached at Hot Springs. The work of UNRRA will be confined to the short-term problems of relief and the beginnings of rehabilitation. This work will be the basis of more permanent reconstruction, and it is of the utmost importance that the actions taken by UNRRA and by the governments in that period should not hamper the long-term agricultural reconstruction programs. It should, in so far as possible, assist toward the achievement of the objectives of the United Nations Conference on Food and Agriculture, including the progressive realization in all countries of diets adequate both in quantity and quality.

Responsibility for international action in longer term agricultural reconstruction is likely to rest with the United Nations Organization for Food and Agriculture. The Subcommittee recommends that UNRRA take every necessary measure to secure the closest association between its own work and the activities of the United Nations Food and Agriculture Organization. The Subcommittee does not consider that it is either desirable or necessary for it to make any detailed proposals as to how this cooperation should be carried out, but considers that UNRRA should seek the closest cooperation, not only between its Council and the Council of the Organization for Food and Agriculture, but also between their respective staffs and standing committees.

B. Priorities

1. The Subcommittee recognizes that UNRRA in approaching the problem of supplies for agricultural rehabilitation must relate such demands to the even more immediate need to provide food, medical supplies, clothing and other relief necessities. There is, however, a world shortage of many essential foods and war and relief demands will impose the need for continued economy in the use of shipping.

For these reasons it is of the utmost importance to obtain from the soil of the occupied countries and from sea fisheries including whaling the maximum of food in the shortest possible time.

These considerations clearly indicate the principles that should be adopted by UNRRA in the determination of relative priorities among agricultural and other food production needs.

2. The agricultural requirements of liberated areas include seeds, veterinary supplies, pesticides, farm machinery and implements, fuel and lubricants, fertilizers, containers and processing equipment, feeding stuffs, and livestock, especially breeding and draught animals; and to this list should be added for certain maritime countries the needs of the fishing industry: boats, repair material, nets, hooks, and other fishing gear. The priorities between these various items will presumably vary from area to area. Generally speaking, the Subcommittee considers that seeds, veterinary supplies, and pesticides should receive priority immediately following that of the minimum program for food, medical supplies, and other urgent requirements such as clothing and soap; fuel for existing agricultural machinery and fisheries might have equal priority with fuel for transport and domestic needs. The test should be applied whether the supply of these requirements would bring early and large returns in the form of crops or of fish for direct human consumption; if so, it is recommended that UNRRA should accord the highest priority to such requirements. A further important consideration applying particularly to Europe should be to prevent the further depletion of dairy herds. Where, on the other hand, the requirements are sought for desirable but longer range objectives of agricultural rehabilitation or where the building up of such livestock as pigs and poultry would bring about competition for supplies of direct value to human needs, UNRRA must insist that the fulfilment of these needs must wait until there is no danger of a shortage of essential energy foods. The Subcommittee would not expect that any but a low priority could be granted in the first crop year to supplies for the feeding of pigs and poultry.

The Subcommittee would emphasize that in their recommendations they have attached the utmost importance to the agricultural needs of the first year after liberation. When the supply and import situation is more satisfactory, and especially when feeding stuffs can be

made available and meat and fat imported in quantities sufficient to bring consumption to a satisfactory physiological level, a longer term livestock recovery program should be put into effect.

Having regard to the importance of milling offals as a feed, the Subcommittee considers that the importation of grains should have priority over flour, where the necessary milling capacity and requisites exist in the liberated country.

Similarly, the importation of vegetable oil seeds should have priority over the manufactured products.

3. The Subcommittee further recommends that particular attention should be devoted to the production of those vegetables and pulses which have a high protein or vitamin content. The production of potatoes and their use for human consumption should also be increased to the maximum in liberated countries. Consequently it is recommended that a high priority should be given to imports of seed potatoes and to seeds of other vegetables such as cabbages, savoy, swedes, turnips, and carrots.

4. The application of fertilizers will in certain cases greatly increase food production in the early post-war period. For this reason the Subcommittee considers that everything possible should be done to restore fertilizer plants to working order, and to resume importation of the most urgently needed supplies as soon as possible.

Steps should also be taken to restore oilseed crushing plants in relation to the anticipated supplies of oilseeds. This has particular reference to feed for dairy herds.

The Subcommittee also recommends the reestablishment of factories engaged in the production of pesticides.

5. The provision of drying plants for meals and fertilizers should also be recognized as important in the immediate relief period.

6. The problems of countries in the Far East differ in many ways from those of Europe; it is to the latter that the foregoing paragraphs are principally directed, especially as they would seem to be the more urgent in point of time. There is evidence that in the Far East there has been catastrophic depletion of draught animals and this factor may affect the suggested order of priorities for imports. A similar consideration may also apply to the more heavily devastated areas of Europe.

7. The Subcommittee considers that UNRRA should forthwith consult with the supply authorities in order to insure that no time shall avoidably be lost in securing the most urgently needed supplies. Further, since full use of certain of the requirements for agricultural rehabilitation can only be made at critical seasons of the year, particular attention in the case of these commodities will have to be directed to advance procurement by the appropriate governmental or

intergovernmental agencies in order that a full supply of the minimum requirements may be available when the time comes.

PART II

Operating Policies

1. The Subcommittee recommends that programs of requirements for agricultural rehabilitation be submitted by national governments in consultation with the regional committees in such detail as the complexity of the problem requires. Arrangements should be made for revising programs at regular intervals in the light of most recent information.

2. The Subcommittee recommends that national governments or recognized authorities provide for technical surveys in each area immediately after liberation. UNRRA should hold itself in readiness to provide technical assistance if invited to do so by the national government or recognized authority established within the area. The regional organization should collate these surveys in order to insure that so far as possible comparable bases have been used. It will be possible by these means to have early verification or amendment of the estimates which have been prepared in the pre-liberation period.

3. The Subcommittee recommends that as a result of these national surveys, and as soon as possible after liberation, national production programs should be developed by the national governments or recognized authorities of the acreages which will be sown with the various crops and of the output expected to be achieved from agricultural and fishery production. National governments or recognized authorities should base their estimates of requirements of agricultural supplies upon these production plans.

It is the national authorities which can best assess the needs of their own countries, and the national representatives, in collaboration with the regional officers of UNRRA, will be able to provide a realistic list of requirements and an appropriate recommendation on priorities.

4. By these means programs for agricultural materials which fall within the scope of UNRRA will be related to the detailed needs of each territory in relation to particular crops. They will show whether there are special features of the national production programs to which it may be desirable to draw attention, particularly if these programs call for specialized use of fertilizers or other imported materials. Representatives of the countries receiving supplies through UNRRA should agree to develop plans for the control of imported agricultural materials in a manner designed to insure the fullest attainment of the production program. Such countries should also develop plans for assembling and distributing agricultural products to insure that food needs of the area are met to the maximum extent.

5. It is recommended that each national authority should be provided by UNRRA with such information as is available concerning production surpluses in nearby areas in order that the total supply of essential foods may be attained to the maximum extent in relation to factors such as the availability of imported rehabilitation materials. For instance, it may be possible to use the anticipated surpluses in one area to remedy the deficiencies of an adjacent area. The regional organizations will probably be found to be the most suitable instruments for carrying out this work of coordination.

6. The task which UNRRA will have to undertake will require the appointment of technical officers to serve in its headquarters and regional offices and in the field. So far as technical assistance in the field may be desired by the national authorities, UNRRA should undertake to do this.

The Subcommittee desires to point out that in some countries the national agricultural organization will have an adequate staff of technicians at its disposal and will not so much require assistance for normal agricultural duties, as for field officers who are specialists in the critical interpretation of production in relation to requirements.

7. The Subcommittee notes and concurs in the recommendations made by Subcommittee 1 of Committee I to establish a Standing Technical Committee on Agriculture with regional subcommittees. Having regard to the importance of the rehabilitation of agriculture in the immediate post-war period, the Subcommittee recommends that these committees be established and organized as soon as possible.

Committee IV—Subcommittee 6

Report of the Subcommittee on Policies Relating to Rehabilitation of Such Industries, Transport, and Other Services as Are Essential to Relief

Chairman: P. A. Kerstens (Netherlands)
 Vice Chairman: Joaquin M. Elizalde (Philippine Commonwealth)
 Rapporteur: Baron Boel (Belgium)
 Secretary: John H. Cover

The Subcommittee on Policies Relating to Rehabilitation of Such Industries, Transport, and Other Services as Are Essential to Relief, having met and considered the matters referred to it, submits the following report to Committee IV.

1. It has been stated in the preamble of the UNRRA Agreement that preparations and arrangements shall be made for assistance in the resumption of urgently needed industrial production and the restoration of essential services.

2. Committee II has interpreted this statement by deciding that rehabilitation supplies are to consist of materials, such as raw materials, machinery and spare parts needed to enable a recipient country to produce and transport relief supplies for its own and other liberated territories; and that, within the scope of UNRRA, are to be included the rehabilitation of public utilities and services, so far as they can be repaired and restored to meet immediate, basic needs, such as essentials as light and water power, transportation, and communications. The Subcommittee would assume that these needs would include rehabilitation of essential relief industries, such as those which provide food, shelter, clothing, medical supplies, etc.

3. On that basis, policies have to be established

- (a) on the immediate and future purchasing of such raw materials, machinery and spare parts, and processing materials;
- (b) on the use of the potentialities of liberated areas, toward providing raw materials or manufactured products for relief and rehabilitation, for themselves and other liberated areas (concurrently the possibility of obtaining supplies from enemy countries should not be disregarded);
- (c) on the questions covering inland transportation (by land or water).

4. The raw materials can be supplied either (a) by the liberated country in which the industry is situated and in which the materials are to be used, (b) by another liberated country, or (c) by any other country. The task of the Administration in cases (a) and (b) shall be the rehabilitation of the raw material producing industry (coal mines, mineral mines, construction materials industries, etc.)

5. If the raw materials required must be imported from overseas, it shall be the task of the UNRRA through the appropriate national or intergovernmental agencies to arrange for necessary allocation and procurement of supplies, so that there shall be created, as promptly as possible, reserves that shall be available at the request of the Director General when and wherever the need arises.

6. The same principle would apply to spare parts, each country giving to the Administration necessary explanation of the number and types of machines generally used and the number and types of spare parts which might be purchased beforehand. So far as machinery goes, the rehabilitation of industry requires two types: normal and special types of machines. It is suggested that a certain stock of the normal type of machine tools be built up so as to permit their quick transportation to liberated areas. It is also suggested that a pool of mobile power units should be acquired. Certain processing materials should also be stocked in time. Among these should be some mobile

and other maintenance equipment (welding units), lubricating oils, greases, belting, etc.

7. If the existing home production exceeds home consumption, the government concerned is expected to take all steps in order to enable the excess of production available in this country to be put at the disposal of other liberated countries which may need such supplies to cover their deficits.

8. It should be the policy of UNRRA to help those countries whose industries can be rehabilitated for production of relief and rehabilitation goods urgently required in other liberated areas, and if necessary, by special allocations of raw materials, machinery, and spare parts, by placing at the disposal of those countries, at the request of their governments, an experienced staff, and by providing special priorities for the return of skilled personnel awaiting repatriation.

9. Member governments having administrative authority in a liberated area will keep the Director General and the appropriate regional committee fully informed as to any surplus of supplies from time to time available in such area, to meet, when circumstances permit, relief and rehabilitation import requirements of other liberated areas.

10. The whole policy of relief, including the rehabilitation of industries producing relief and rehabilitation goods for themselves or others, hinges naturally upon a vast problem of inland transportation. Means of communication must be restored to a satisfactory working condition. The movement of all relief supplies and displaced persons by rail, road, inland waterways, coastal shipping, or air, must be regionally coordinated—each national administration to keep its sovereign power over transportation questions in its own country with due regard to international arrangements already made.

11. UNRRA should work out in consultation with the national governments and any international coordination authority which may be established a means of assisting liberated countries in putting the transport system in good working condition and also to help in restoring equipment, repair shops, workshops, shipyards, and so on.

12. A policy of procurement of proper and sufficient transportation equipment, both fixed and mobile, should be drawn up.

13. A pool of transportation equipment should be created either from stocks manufactured overseas or in allied or neutral countries. Equipment which has been the property of the enemy may also form part of the pool.

14. If international organizations for Europe and/or the Far East for inland transport are not set up in time to operate at the moment of liberation, it should be the task of UNRRA to participate in conjunction with military and other authorities in the organization and

coordination of the transportation of relief and rehabilitation supplies during the relief and rehabilitation period.

15. Supposing the needs for inland transportation (rail, road, inland waterways, coastal shipping, and air) to be covered by the suggested pool of inland transportation and port equipment, the needs for raw materials, machinery, spare parts, and processing materials as stated hereabove should be established within each individual country, with a definite order of priority taking into consideration:

16. (a) technical factors such as, on the one hand, the necessity of restoring public services (gas, water, electricity) and, on the other, the order of priority given in each country to the needs of various types of consumer goods;

17. (b) social factors such as the necessity of providing reemployment. This problem will vary largely from country to country and from area to area. Not only will the war have created unemployment in certain areas, but the return of thousands of deported workers will require prompt action on the part of the authorities locally responsible for order. Putting such men back to work solves a dual purpose: activation of industrial employment in the liberated areas can be of great help to the United Nations in the prosecution of the war, while the rapid resumption of industrial activity in the liberated areas can be one of the most efficient means of aiding relief and rehabilitation in such areas, and of lessening the strain upon materials and transportation facilities which UNRRA will encounter in accomplishing the task of rehabilitation.

18. (c) temporary economic factors such as scarcity of certain raw materials. In shaping policies for providing liberated areas with means of stimulating industrial activity, the fact must not be overlooked that a number of raw materials are in scarce supply. This will be the case especially as long as the war continues and during the first months after liberation, when rehabilitation is undertaken. During that time, it will be necessary to devise a means of using, with the utmost economy, the sources of that type of supplies. It is a technical problem. Shipping and economic considerations will have to be weighed against social and financial ones, and it will be up to each government to find, for its own country, the solution eliminating the greatest number of difficulties.

19. These governments, having established their definite order of priority in the rehabilitation of those industries essential to relief, will place before the Administration (regional organizations for Europe and the Far East) the records and bases of their decision.

20. This task of rehabilitation must not be considered as the beginning of reconstruction,—it is coterminous with relief. In the mind of the Subcommittee no new construction or reconstruction work

is covered by its conclusions, but only rehabilitation as defined in the preamble of the Agreement. Subsidiary problems, such as unemployment, are important, but not determining factors. They are consequences and, at the same time, motives of action, but UNRRA cannot be called upon to help restore continuous employment in the world.

SHELTER

1. Any general rebuilding policy in the areas to be liberated is in the sphere of long-term reconstruction and does not therefore come within the purview of UNRRA.

2. In the relief period priority in the rehabilitation of essential shelter or accommodation should be given to requirements for repairs in the liberated countries to:

hospitals and schools;

accommodation for homeless persons, especially for workers engaged in essential public services and in industries having high priority in relief, as well as for farmers and agricultural workers.

3. In some cases it may be essential, however, to import construction hand tools, building supplies and equipments including excavating machinery, should this equipment not be found available or be in short supply.

4. As regards the problem of shelter for displaced persons, which falls into two parts—temporary accommodation at collecting points and at frontiers, and accommodation of a more permanent, though not necessarily final character, for persons who cannot be returned to their homes either because their homes have been destroyed or because these are in territories still occupied by the enemy—wherever possible existing buildings, camps, barracks, hospitals and other public buildings, should be used as they are or can be made suitable.

5. Where possible, because of the speed of erection, military huts, as used in the Armies, would be suitable in connection with refugee collection, and arrangements should be made in conjunction with the military authorities to make available some of these huts or to construct huts of a similar pattern to be available against an emergency situation. Arrangements should where possible be undertaken for the use of local materials in the construction of temporary accommodation so that in countries where timber is not available, alternative methods of construction involving relatively small overseas shipments may be adopted.

6. The attention of UNRRA is drawn to the service which prefabricated hutting for camps for the accommodation of large numbers of displaced persons or factory workers can be made. Where

pre-fabricated hutting is a specialized industry in any of the territories of the UNRRA Member Governments, the importance of making these supplies available as part of the contribution of these Governments should be recognized.

7. Where, in some enemy occupied territories, extensive enemy colonization has taken place, and where consolidation of holdings and construction of military installations has been accompanied by destruction of farmhouses and buildings, it may be necessary to provide camp accommodation for farmers and agricultural workers on return to their own country. So far as possible farmers and agricultural workers should be housed in existing buildings or in available accommodations in neighboring towns. Any large scale permanent reconstruction of holdings and the rebuilding of farmhouses and buildings will not be the task of UNRRA but should proceed as rapidly as possible thereafter. The need for special provision or prompt creation of pools of building materials so that advance arrangements can be made for the accommodation of farmers and agricultural workers should be included as parts of the essential needs in the relief period. In connection with the rehabilitation of workers' accommodations, the Subcommittee recommends that the collaboration of the I.L.O. should with the consent of the government concerned be invited.

8. Although priority should be given to housing repairs as indicated in paragraph 2, should there be wide-spread destruction of particular areas caused by military operations or of a deliberate "scorched earth" policy on the part of the enemy, emergency accommodation or shelter for workers in the food processing industries should be given high priority:

9. It is of importance that arrangements should, with the consent of the government concerned, be made for an expert assessment of this damage, so that detailed and accurate specifications of the equipment required in the reconstruction of factories providing essential relief requirements and the shelter or accommodation of the workers engaged in these industries may be obtained at as early a date as possible. So that this work can be started, if possible, during the period of military responsibility for civilian relief and rehabilitation, it is urged that the Council recommend to its member governments that the military authorities be invited to advise the Administration, to the fullest extent consistent with military security, of conditions found in the area affecting civilian relief and rehabilitation requirements and supplies, so that planning and estimating may be as accurate as possible.

COMMITTEE ON AD HOC COMMITTEES

First Report of the Committee on Ad Hoc Committees to the Council

(Reception No. (202) 285)

Chairman: Dean Acheson (United States)
Secretary: Philip C. Jessup

1. The Committee on *Ad Hoc* Committees having met and considered the question of the composition of the Committee on Supplies and of the establishment and composition of a Committee on Financial Control, submits the following report to the Council.

2. The Committee was informed that Subcommittee 2 of Committee III (Procedures for ascertaining and meeting deficits in supplies requiring importation including procedures for dealing with the transportation of such supplies) had devoted consideration to the question of the functions of a supply committee. In view of this fact, Subcommittee 1 of Committee I (Organization of the Council and its standing committees) had not addressed itself to the composition of this committee or to the composition of a finance committee.

3. The Committee considered the functions of the Committee on Supplies as suggested by Subcommittee 2 of Committee III and without expressing an opinion on the details of the report of that Subcommittee, which at that stage had not been finally acted upon, was in full agreement upon the special importance of the Committee on Supplies and the role which it would necessarily play in the operations of the Administration.

4. The Committee also considered the role of a committee on finance and reached the conclusion that it would be helpful to the Administration if the Council appointed a Committee on Financial Control. The functions of such a committee would be generally to advise the Council on all financial matters within the competency of the Administration, including budgetary matters, other than those falling within the scope of the Supplies Committee, and to advise the Director General on any of these matters when he so requests.

5. The work of the Committee on Financial Control would, in the opinion of the Committee, be complementary to that of the Committee on Supplies and the composition of the two committees might be expected to overlap to a considerable extent.

6. To make the coordination between the activities of these two committees more effective, the Committee felt it would be desirable to have a small subcommittee drawn from both committees, which would be the appropriate subcommittee to advise the Director General relative to determining whether a government is in a position to pay, as provided in section 17 of the Financial Plan.

7. The Committee devoted careful consideration to the composition of the Committee on Supplies and the Committee on Financial Control having in mind the provisions of paragraph 4 of Article III of the Agreement which states that: "The Committee on Supplies of the Council shall consist of the members of the Council, or their alternates, representing those member governments likely to be principal suppliers of materials for relief and rehabilitation."

8. The Committee recognized also the need for including in the composition of the Committee on Financial Control adequate representation of certain other interests and points of view which might not otherwise be represented in the deliberations of the Committee on Supplies. The Committee took the view that both of these committees would naturally be composed of persons of special technical competence who would be available to attend meetings in the place in which the headquarters of the Administration were located.

9. While the Committee is making a recommendation to the Council concerning the original composition of these two standing committees, it recognizes that it may prove to be desirable to make additions to the committees as the work of the Administration develops as is contemplated in paragraph 4 of Article III of the Agreement.

10. The Committee accordingly recommends to the Council:

I. That the Council make the following appointments to the Committee on Supplies:

- The member of the Council from Australia
- The member of the Council from Belgium
- The member of the Council from Brazil
- The member of the Council from Canada
- The member of the Council from China
- The member of the Council from the French Committee of National Liberation
- The member of the Council from the Netherlands
- The member of the Council from New Zealand
- The member of the Council from the Union of Soviet Socialist Republics
- The member of the Council from the United Kingdom
- The member of the Council from the United States

II. That the Council establish a Committee to be known as the Committee on Financial Control with the following functions:

1. To review the annual budgets and any supplementary budgets of the Director General and to make reports, comments, and recommendations to the Council on these budgets. (Agreement, Article VI, Regulations,^a section 4).

^a Regulations with respect to Receipts and Expenditures of the Administration (Rules of Procedure of the Council, Annex II).

2. To receive the quarterly reports of the Director General on administrative expenditures and receipts (Regulations,^a section 11^b) and to make reports to the Council regarding them.

3. To recommend auditors to the Council (Regulations,^a section 12^c) and to advise the Council regarding the scope and frequency of the reports to be obtained from the auditors. Such auditor's reports shall cover, in particular, the system of accounting employed by the Administration, the funds expended in the purchase and received from the sale of supplies, the liabilities of the Administration and, generally, any matters of substance which the auditors may raise on examination of the Administration's accounts.

4. To make recommendations to the Council regarding the share of the administrative expense of the Administration to be provided by each member government. (Regulations,^a section 6.)

5. To give attention to the effect, if any, which the receipt and expenditure by the Administration of local currency proceeds, referred to in section 19 of the Financial Plan, may have upon inflation in any country in which the Administration may operate, and make recommendations as to procedures in relation to such receipts or expenditures which may aid in counteracting inflationary trends.

6. Generally to advise the Council on all financial matters within the competency of the Administration other than those falling within the scope of the Committee on Supplies.

7. To advise the Director General upon any of the foregoing matters when he so requests.

III. That the Council make the following appointments to the Committee on Financial Control:

- The member of the Council from China
- The member of the Council from Greece
- The member of the Council from Mexico
- The member of the Council from Norway
- The member of the Council from the Union of South Africa
- The member of the Council from the Union of Soviet Socialist Republics
- The member of the Council from the United Kingdom
- The member of the Council from the United States

^a Regulations with respect to Receipts and Expenditures of the Administration (Rules of Procedure of the Council, Annex II).

^b So in original; should be section 12.

^c So in original; should be section 13.

IV. That the Council approve the appointment by the Chairman of the Committee on Supplies, after consultation with the Chairman of the Committee on Financial Control, of a subcommittee of not more than five members, of whom a majority would be drawn from the Committee on Supplies with the other member or members drawn from the Committee on Financial Control, and that this subcommittee be considered the appropriate subcommittee to advise the Director General relative to determining whether a government is in a position to pay, as provided in section 17 of the Financial Plan.

V. That the Council authorize the Central Committee to make any further arrangements necessary in regard to the work of the Committee on Supplies and to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

VI. That the Council authorize the Central Committee to make any further arrangements necessary in regard to the work of the Committee on Financial Control and to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council.

**Second Report of the Committee on Ad Hoc Committees
to the Council**

(Reception No. 331)

Chairman: Dean Acheson (United States)
Secretary: Philip C. Jessup

1. The Committee on *Ad Hoc* Committees having met and considered, at the request of the Director General, the fixing of the salary of the Director General, submits the following report to the Council:

2. The Committee was informed by the Director General that in connection with his duty under Article VI of the Agreement to submit an administrative budget to the Council, he would prefer not to be in the position of indicating the salary which would attach to the Office of Director General and he accordingly requested the Committee on *Ad Hoc* Committees to take the matter under consideration.

3. The Committee empowered the Chairman to appoint a Subcommittee to consider this question. The Chair appointed the following Subcommittee:

Mr. Jean Monnet (French Committee)
Dr. T. F. Tsiang (China)
Mr. P. A. Kerstens (Netherlands)
Mr. V. A. Sergeev (U.S.S.R.)

4. The Subcommittee presented the following report:

NOVEMBER 22, 1943

MY DEAR MR. CHAIRMAN:

You asked a subcommittee composed of the members for China, the Netherlands, U.S.S.R. and myself to bring in a recommendation relative to the salary of the Director General of the Administration.

We have met and considered the scale of salaries of the International Administrations. We have borne in mind the essential considerations that the salary should in the public mind reflect the dignity which we attach to the office of Director General. We have been aware of some of the public discussions which in the past years have surrounded the questions of the salaries of the leading officials of some international organizations; we think it is most important that the Relief Administration should not be involved in such controversies.

We have not been ignorant of the fact that the United States Administration will presumably be the largest contributor to the International Fund and to the Fund for Administrative expenses.

Thus we have had in mind that the salary should be so fixed as to reflect proper dignity, be taken out of the realm of any discussion and be tied to salaries already adopted by one of the principal members of the Council.

For these reasons we recommend that the Director General's salary be the salary of the members of the Cabinet of the President of the United States of America.

Sincerely yours,

JEAN MONNET, *Chairman*
Dr. Tsiang
P. A. Kerstens
V. A. Sergeev

5. The Committee accepted the report of the Subcommittee. It was understood that the administrative budget would provide appropriate sums to defray the official expenses of the Director General.

6. Accordingly, the Committee on *Ad Hoc* Committees recommends to the Council the adoption of the following resolution:

A Resolution Relating to the Salary of the Director General

RESOLVED

That the salary of the Director General be the salary of the members of the Cabinet of the President of the United States of America.

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Verbatim Minutes of the Final Plenary Meeting
December 1, 1943

MR. ACHESON: The meeting of the Council will please come to order. The seventh meeting of the First Session of the Council is hereby in session. Mr. Secretary, have you the report?

MR. JESSUP: Mr. Chairman, this document contains the resolutions on policy of the First Session of the Council adopted by the Council at its meeting on November 29, 1943, and the reports of the committees of the Council accepted by the Council at the same meeting.

MR. ACHESON: The Chair recognizes the Member of the Council from Norway.

MEMBER OF THE COUNCIL FROM NORWAY: Mr. Chairman, the First Session of the Council of UNRRA is drawing to its close. The Council has adopted the resolutions on policy of this First Session and has accepted the reports submitted to it by its committees. Our last act should be to transmit such resolutions and reports to the Director General for further action.

I feel sure that we all at this moment have in our minds a feeling of gratitude toward all those who have done the devoted work which made this conference a milestone in the collaboration of freedom-loving nations. First of all we want to pay our homage to those great leaders of men and nations who took the initiative and made the first declaration of principles upon which we have based our work. In this connection we all recall vividly the high-minded and inspiring address made by the President of the United States when our basic agreement was signed. We have been most fortunate in having in Mr. Dean Acheson, the delegate from this country, an exceedingly clear-minded and efficient Chairman of this First Session of the Council. And the work of the staff and Secretariat of this conference has been above praise.

We also strongly feel our responsibilities as to fulfilling the ardent hopes of all those who are looking to this Administration for relief and rehabilitation. At this juncture it may be natural to recall what happened at the end of the last world war. We know that the measures for rebuilding the world at that time came late and were insufficiently prepared. The far-reaching problems of financial

reconstruction, of trade, and unemployment were in the main left untouched. And lastly, we did not succeed in establishing a working body for efficient solution of the most urgent and far-reaching practical problems.

This time things are different.

The establishment of UNRRA is a fact already while the war is going on in all its fury. We do not know what day we will be called upon to act, but it may be soon, and it has been the paramount objective of this Conference to see to it that our Director General will have backing from all the forty-four nations to act efficiently in time. Further, the scope of UNRRA is limited to relief and rehabilitation. And I believe wisely so. This task will certainly tax all the resources and all the energies of the Director General and his organization. UNRRA will endeavor to bring to the liberated areas, food, medicine, clothing, and shelter, as well as recovery of the health of the people; it will face the problem of the repatriation of prisoners and exiles to their homes; it will assist in the restoration of agriculture and industrial production and resumption of other services connected with the said supplies. The United Nations have at the same time expressed their intention to work toward the great goals of securing so far as possible freedom from want and opportunity to work. When we are surveying this vast field, it is clear that UNRRA can be only one of several undertakings which we will have to embark upon. And in due time we will have to build the political structure which must coordinate all our common efforts in the international field. Help for self-help has been the watchword of this Conference. That is what the oppressed peoples are longing for, to be able themselves to throw their full strength into the tremendous task of relief, rehabilitation, and reconstruction which lies ahead.

But clearly to define the limits of our work is not enough. The spirit in which that work is done is of equal importance. I am glad to have this opportunity to express our appreciation of the way in which this Conference has lived up to one of the four freedoms announced by President Roosevelt: the Freedom of Speech. It is of paramount importance that everyone should speak his mind freely, in order that all opinions and points of view may come into the open and meet with other opinions and points of view. That is the way—the only way—we believe, to arrive to the fullest extent possible at the composite views of this great gathering of so many nations. Our discussions on this Conference have proved that all the nations gathered here have one fundamental idea deeply at heart: to heal the wounds of war and succor those populations which have borne the brunt of Axis aggression and to extend that work in the future.

We have in this conference been concerned with the question of fair and equal sharing. When we have drawn a line between the ac-

tions to be taken by the United Nations and their associates in the countries occupied by the enemy on the one hand, and actions to be taken in the enemy countries on the other hand, it is not a question of revenge. It is a question of our solidarity and responsibility toward those who have fought this fight for freedom with their very lives, and toward those generations to come which we are in duty bound to protect against any repetition of this terrible slaughter. The tasks of relief and rehabilitation are not matters of mechanical equality. It is a question of backing the friends of freedom and of destroying the oppressors everywhere.

In this spirit, all the forty-four nations now united and those new members which will join us will take their fair and due share of the burdens.

The task of this session of the Council has come to an end. The tremendous undertakings and responsibilities facing our Director General and his staff and the standing committees are just to begin. The amount and variety of problems involved, the effect of our work on the life of millions of our countrymen and friends all over the world and its bearing upon the future international collaboration and security can hardly be exaggerated. I feel that at this moment we should reaffirm to our Director General our profound confidence in his determination and ability to carry out those heavy and far-reaching responsibilities of the organizations which he directs. We pledge to him our unlimited support and extend to him our warmest wishes for success in his great undertaking.

May I, Mr. Chairman, move the following resolution:

*A Resolution Extending to the Director General Sincere Wishes for a Successful Administration*¹

WHEREAS the Council has adopted the resolutions on policy of the First Session of the Council and has accepted the reports submitted to it by its Committees; it is therefore

RESOLVED,

1. That the Council authorize the Chairman to transmit such resolutions and reports to the Director General; and
2. That the Council reaffirm to the Director General its confidence in his determination and ability to carry out the broad responsibilities which he is undertaking and extend to him its sincere wishes for a successful administration of his office.

I ask the Council to adopt this resolution, which I hereby hand over to the Chairman.

¹Resolution No. 49.

MR. ACHESON: The Chair recognizes the Member of the Council from China.

MEMBER OF THE COUNCIL FROM CHINA: Mr. Chairman, I beg to second the motion made by the Member of the Council from Norway. We have taken the first step in launching the United Nations Relief and Rehabilitation Administration. The task is as tremendous as it is important. But I have no doubt that we shall succeed. Mankind has learned how to run large affairs, to mobilize vast supplies, and organize far-flung transportation. But beyond all this there is something more, which is, if anything, even more important to the success of our undertaking. It is this of which I am moved to speak in seconding the motion which lies before us.

UNRRA will really succeed to the extent that we continue to be in the future as we have been at this first session of the Council a genuinely international administration in form and in spirit. The work of UNRRA must be not merely efficient, it must be inspired by internationalism, so that those who give and those who receive may know the cooperative spirit of this venture.

The thought I have in mind is no doubt expressed in the classics of every language spoken by the nations represented around this council table. But I think we will agree that it has not been said more appealingly than by the American poet James Russell Lowell, in these lines:

Not what we give, but what we share,
For the gift without the giver is bare;

And so, Mr. Director General, as we turn over to you the documentary results of our deliberations on policy, we want you to read between the lines where you will see these words in our hearts.

And as we join in giving—and we shall all be givers—and as we join in receiving—we who have been overrun by the ghastly suffering and destruction of this war—we want both the giving and the receiving to be high acts of international consecration.

Vice President Wallace has said that this is "the war of the common man". The rivers of China, the rivers of Russia, the streets of England, the Fjords of Norway, the fields and cities of Belgium, of France, of Holland, the valleys of Yugoslavia and Greece, Pearl Harbor and the Coral Sea, have run with the blood and the tears of common men and women and children. With the "philanthropon" of UNRRA, we want the common man around the world who has felt this common suffering to know also a common healing and a common regeneration carried through, Mr. Director General, in a common spirit of international solidarity, "twice blest—by him that gives and him that takes".

MR. ACHESON: The Chair recognizes the Member of the Council from the Soviet Union.

MEMBER OF THE COUNCIL FROM THE SOVIET UNION: Mr. Chairman, Members of the Council, the first phase of our job is about to be terminated. During these days we have all worked hard in setting up general policies and provisions by which the Director General and the standing committees of the Council will be guided in their everyday activities directed toward real relief and assistance to the populations which have suffered tremendously and undergone huge damages as a result of hostilities on their territory.

There is no need for me to tell you that this relief is already urgently needed in the areas which were liberated from the enemy. It will be also urgently needed in other occupied areas—as soon as they are liberated. The Administration has to take immediate steps to help the people of those areas to relieve hunger and to commence their work of rehabilitation.

A great work lies ahead of us. Millions of freedom-loving people who suffered severely from aggression and hostilities look now to UNRRA with great hope, and we have to do everything within our power and even more to live up to these expectations, to relieve their suffering. This work of help and rehabilitation will also contribute to our war effort and to the achievement of the final victory over the enemy in the shortest period of time.

I believe that the spirit demonstrated here will be of vital importance to the successful carrying out of the great task which lies before the United Nations Relief and Rehabilitation Administration.

I wish to express my hope that the mutual understanding and the spirit of collaboration which prevailed during this session will be an indication how the United Nations will work together when our job of relief and rehabilitation actually starts.

MR. ACHESON: The Chair recognizes the Member of the Council from Cuba.

MEMBER OF THE COUNCIL FROM CUBA: Mr. Chairman, Members of the Council, it gives me great pleasure to support the resolution proposed by the Member of the Council for Norway and seconded by the Member for China, requesting the Chairman to transmit the document containing the results of this First Session of the Council of UNRRA to the Director General and extending to him the best wishes of the Council in undertaking his task.

Seldom has a more complex and delicate task devolved upon a man. But knowing Mr. Lehman's great capacity for work and his devotion to the welfare of humanity, we do not doubt that his efforts will justify the confidence that the Council has placed in him.

A high destiny awaits the accomplishment of his difficult but splendid task. Though Hirohito and Hitler have unloosed on land and

sea throughout the Old World the fearful horses of the Apocalypse, spreading misery and despair over the affected countries—especially that satanic worshipper of Wotan, who in his persecution of the Jews has starved to death or killed 3,000,000, and deported or evacuated 2,300,000 out of 8,800,000, the remainder being ousted from their homes and deprived of all property, condemned to death from starvation, overworked in forced labor, suffering most inhuman persecutions—it seems now that on the clock of destiny the hour has sounded when “God shall wipe away all tears from their eyes; and there shall be no more death, neither sorrow nor crying, neither shall there be any more pain, for the former things will pass away.” As it was revealed to John the Divine, there will flow “a pure river of water of life, clear as crystal, proceeding out of the throne of God, on whose banks will grow the tree of life, which bare twelve manner of fruits, and yields her fruit every month, while the leaves of the tree are for the healing of the nations”.

However great has been the devastation in fields and cities, hot though the crucible of passion may have burned, painful the wounds suffered by the occupied countries, yet the lesson it teaches mankind is even more important, that Hitler's cruel and premeditated attack and the treacherous and cowardly Japanese aggression must fail. Only for the loss of life of those who died for their country and to defend democracy and liberty is there no remedy. But they will shine like stars of gold in the dawn of a better world.

We, the men and women who have worked day and night during the twenty days at Atlantic City to show you the way, Mr. Director General, in the task of bringing relief to the populations freed from their grievous suffering and dangers, believe that the task is difficult and delicate, but not impossible. To coordinate the viewpoints of persons of all languages, races, religions, colors, and political opinions who have constituted the delegations of forty-four countries situated in all parts of the world, has not been difficult. It is amazing how a love of democracy and the common purpose to liberate humanity from the suffering forced upon it by the Nazi and Japanese barbarity have been able to perform the miracle of coordinating the theoretical ideas and realistic activities of the democratic nations.

We shall never forget how around the tables of the various committees and subcommittees, the representatives of great powers and small nations sat down together, without even giving thought to anything but the value of an argument or the force of an idea. The fact that the Member for Cuba presided at all the meetings of Committee III on Finance and Supplies and those of the Subcommittee on Assistance to Displaced Persons, as well as at various other special committees, speaks in favor of the equality between the nations and the advantages of the democratic system more eloquently than mere words. The fact

of the great powers has been perfect. The cooperation of all the delegations has been most encouraging. The efforts of the United States to facilitate the task of UNRRA at Atlantic City has extended from the most kindly courtesies toward its guests to the quiet, modest, and efficient work of the excellent Secretariat, in such a manner that any word of appreciation would be small in comparison with the facilities offered.

With such an efficient team you cannot fail. For our part we can say to you that you may count on the assurance that my country and its sister Latin American republics will cooperate to the maximum of their good will in the splendid task that has been entrusted to you to free our brothers in Europe, Asia, Africa, and Oceania from the claws of the apocalyptic beasts and to lay the foundations of their agricultural and industrial rehabilitation. You may be sure that if their contribution is at any time less than the measure of necessity, it will not be by their will but because, as was written by the artist who more than 130 years ago presented to the Chinese patrician Tsein Tu Sun the precious tapestry that adorns the corridor that leads to this hall: “The kites cannot fly if the wind is not abundantly strong, nor the ships sail, if the water is not in great volume.”

The people of our America know that this war is also “our war” and faithful to their glorious traditions will do all that is necessary to win the war and to assist also in the winning of the peace, in which our work is the first material step.

We are all hoping—fighting or preparing ourselves to fight, but working and producing for the United Nations—for the day, no longer distant, of the collapse of Hitler and his barbarian cohorts and that other day which also is approaching when we shall see the proud Empire of the Rising Sun set in the west in a sea of flames.

May God be with you, Mr. Director General, in your arduous, complicated, and delicate task.

MR. ACHESON: The Chair recognizes the Member of the Council from the United Kingdom.

MEMBER OF THE COUNCIL FROM THE UNITED KINGDOM: Exactly three weeks ago we met here, many of us for the first time. I wondered, and others may have wondered too, what the outcome would be. Were we merely going to pass a series of wordy statements composed of phrases designed to meet every point of view, and thus meaning nothing at all? Or were we going to sit down together as the Board of Directors of this great undertaking, of this company of men of goodwill, and lay down, in a businesslike way, the policies to guide its operations and activities. There was evident desire on the part of all to adopt the latter course. That that desire was evident, and has been carried out in practice, is clear to any who have read, or will hereafter

read, the resolutions and reports which we are now handing over to our Director General.

What are the main things that we have decided? First, we have recommended to those who have financial authority in our different countries a financial plan—a plan which is fair to all; a plan which sets a target at which we all must aim; a plan which, if governments are able to accept it, will insure that the Administration has the wherewithal to do its work.

Secondly, we have unanimously decided that war needs come first, and that it would be wrong to do anything to impede the quickest liberation of all countries overrun by the Axis.

Thirdly, we have decided, also without question, that existing supply and allocating agencies are to be used—not only for purchasing goods, foods, and raw materials paid for by the Administration funds, but also for similar articles paid for by occupied countries which are fortunate to have funds of their own.

Fourthly, we have decided that whether countries can pay or whether they cannot, the distribution of food and materials that are in short supply will be fair to and between all occupied areas.

We have moreover produced and agreed upon comprehensive reports—on distribution policies, on health, on methods of dealing with displaced persons, and on welfare.

We have set up a Committee on Supplies, a Financial Control Committee, and regional committees for Europe and the Far East. Each of these committees has already met and started its work.

We have appointed as our Director General a man of vigor and of great experience. In handing over to him the result of our deliberations we wish him well in this great crusade—a crusade to bring food to the hungry, shelter to the homeless, clothing to those who are in rags; a crusade against the spread of epidemics, which so often follow the surge of war, and to help the return to their homes of the many millions who are prisoners or who are now being treated as slaves.

May the reports of the good work we have done bring comfort and new hope. May the results bring back a new and joyous life to the many who are now stricken and distressed.

The good will, the good teamwork, and the good sense which has existed between us all here is, I feel sure, a good augury for the dawning of the peaceful better world we all wish to see.

MR. ACHESON: The Chair recognizes the Member from the Council from the Netherlands.

MEMBER OF THE COUNCIL FROM THE NETHERLANDS: Mr. Chairman, Fellow Shareholders in Hope and Confidence, it is, I believe, not in the least depreciative of the work we have just brought to so encouraging a result, to ask you whether you share my feeling of our being college students, who, after three highly important weeks of examination, enjoy the prospect of some well-deserved holidays.

I do not intend to continue this figure of speech beyond one more idea. If, indeed, we have formed a successful college, it is because we were given such an excellent Dean! Whenever we rushed to our various classrooms, documents in our hands and spectacles on our noses, we felt the steering hand of Dean Acheson, except in the elevators of this hospitable hotel, where we were steered—either exalted to the solarium or lowered to the bar—by Gremlins.

Gentlemen, I believe that we have really passed an examination of the highest importance. President Roosevelt in his address to us on the 9th of November stressed the great truth so simple in its wording, but so deep and wise in its meaning, that nations who want to collaborate will have to learn by collaborating. Indeed, international cooperation, such as introduced by UNRRA, must be learned. I think we have all learned something valuable. We have all learned that we cannot have all things our own way. But we have also learned that by giving and taking we can reach unanimous decisions which are valuable for all of us. Once more in the history of human civilization, it has been proved that Reason is more than instinct.

That is UNRRA's triumph over Hitler!

We are experienced enough to know that power is a great thing in life. Therefore nobody should be surprised that the Great Powers have had great influence on the course of this Conference and its results. But we are also human and civilized enough to know that power is not in all circumstances the last word. Therefore, it is of great significance to me that in a few cases during this conference a motion of powerful delegates was not carried by the Council. It is of still greater significance that in those cases the Big Ones subordinated their views to those of the Small Ones, who saw their motions adopted.

That was the triumph of democracy over oligarchy. To the peoples who are still suffering under such injustice and terror as are the great shame of our epoch, the message of this conference will go, telling them that the sense of right and righteousness has not died in mankind. We have actually been doing something practical, something real. In former days the results of many international conferences consisted of resolutions, which had been made so satisfactory to everybody that they did not satisfy anybody because of their completely empty generality. I believe that the menu of UNRRA's resolutions shows many meaty bones and I trust that our suffering nations will not rise hungry. Moreover, we have put a man at the head of the table in whose sense of justice and humanity we all believe. Governor Lehman, that is in my opinion the greatness of the mission which has been bestowed upon you. We have thereby laid a basis upon which we can work, and can work together. For me this is the paramount importance of this historic first session of UNRRA.

I hope to see you all again.

MR. ACHESON: Gentlemen, you have heard the motion which has been made by the Member of the Council from Norway, seconded by the Member of the Council for China and so ably supported. The question before the Council is on agreeing to the resolution. All in favor of the resolution will indicate by saying "Aye". (Ayes.) Those opposed. (No response.) The motion is adopted.

Mr. Director General, in accordance with the resolution and instructions laid upon me by the Council, I present to you, Sir, the work of the First Session of the Council containing the policies adopted by the Council and the resolutions accepted by it also. Further in accordance with the resolution, I express to you again the deep confidence of the Council in your ability to meet this task before you and every good wish for your success. Gentlemen, the Director General.

MR. LEHMAN: Mr. Chairman, Members of the Council, I am happy to receive the documents which you have just transmitted to me containing the results of this session. Let me sincerely thank each and every one of you for the sentiments which have been expressed here this morning and for the good wishes which they carry for the work which lies immediately ahead.

We have come to the close of what I consider an extraordinarily successful first meeting of the Council of our Administration. I want to congratulate the Council and its Committees on the reports and recommendations which have been transmitted to me and the resolutions which you have adopted. In my judgment the work accomplished here is evidence of statesmanship of the highest order. You have established a set of policies which add flesh to the skeleton agreement with which we started three weeks ago. You have given assurance to the peoples of all the world that the United Nations do mean business in meeting the human problems of the enslaved peoples as well as in carrying the war to a victorious conclusion. You have established a set of principles which, I believe, constitute a sound basis of working arrangements to carry out the executive tasks which must now be pursued by the Director General. You have given concrete evidence of your confidence in your Director General by giving him freedom to deal with the many complex problems which cannot possibly in advance be foreseen in detail.

You have established policies covering working arrangements between this Administration and the intergovernmental supply allocating bodies which, with good will and cooperation on both sides, will, I am confident, assure the cardinal principle of equitable distribution among those who will be in such desperate need. In this connection, I wish to share with the Council a letter which I received yesterday signed personally by the members of the Combined Production and Resources Board, the Combined Raw Materials Board,

the Combined Food Board, and the Combined Shipping Adjustment Board. This letter reads as follows:

We wish to tender to you our sincere congratulations on your election by the Council of the United Nations Relief and Rehabilitation Administration as Director General, and to extend our best wishes for success in your new duties.

We understand that at the meeting of the Council, consideration has been given to the methods whereby the Administration may fulfill the responsibility which has been laid upon it to secure the supplies which will be made available for the essential relief and rehabilitation requirements of liberated areas. The Combined Boards realize to the full the great significance of the task which lies before the Administration. In particular, they realize the importance of organizing the flow of supplies, and of global consideration being given to the needs of liberated areas in relation to all other needs. As members of the Combined Boards, we are, therefore, communicating to you our desire to assure you and the Administration of our closest cooperation toward the solution of the complex and difficult problems which confront you.

I do not need to tell you that I am deeply grateful to these gentlemen and the agencies which they represent for their appreciation of the task which lies before the Administration and for their assurances of closest cooperation. I want to take this opportunity of stating that I look forward to working with these Boards in the friendliest and most cooperative way.

I am deeply encouraged by the evidence of complete cooperation and harmony which has marked the work of this Council throughout its First Session. When I spoke to you on the evening of my election as your Director General I urged that every government, large and small, should play its part fully and actively in this organization. This has been accomplished even beyond my expectations. Every nation represented here has, without exception, acted with the others in a spirit of complete harmony and collaboration for the common objectives which we seek and has indicated its willingness to play the game squarely and fairly for the ultimate benefit of all.

I wish also to express my personal thanks to the members of the Secretariat and to my own immediate advisers who have assisted me during the course of this First Council meeting. The Secretariat has played no small part in the success of this session, and I can only say that I hope that as we develop the permanent Secretariat for the Council we shall be able to maintain the same high standards that have been set by the Temporary Secretariat for this first meeting.

The immediate task which lies ahead for the Director General is that of organizing the Administration to implement the policies which you have established here. Within the next few days I shall establish the headquarters of the Administration in Washington, and plan for the staff organization of regional offices as rapidly as possible. The need for speed in organizing is obvious and essential, but the Council will, I am sure, understand that it will necessarily take some time to develop the proper administrative organization and to make the

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appropriate selection of personnel for major staff assignments to carry out the policy decisions taken here. This we shall do as speedily as possible consistent with the making of sound decisions. I am gratified by the informal expressions which have already been made by the representatives of a number of governments indicating their willingness to place funds at the immediate disposal of the Administration to meet immediate administrative expenses.

Let me repeat again some of the major views which I expressed at the outset of our deliberations and which have been reinforced in my mind as a result of our work here. I repeat that the UNRRA Agreement is not self-executing despite the fact that you have now established many major policies and have cleared the way for the immediate executive work of the Administration.

The success of our endeavors will depend in the final analysis on the continued cooperation and the willingness of each member government to make its full measure of contribution and sacrifice to the common effort. I am confident that that cooperation will be forthcoming. It has been warmly evidenced here, but must continue in our day by day work as well as in our common meetings. We must constantly remember that our objective is that of helping people to help themselves. We must constantly remember that our role is one of assisting peoples who have within themselves the desire and the capacity to work out their own destinies, if they are given a helping hand in the early stages of their freedom from enslavement. Let us also bear in mind that though we have necessarily been concerned here to a great extent with problems of the organization and acquisition of supplies, our objective is not alone in the realm of material things. It is also in the helping of human beings and the bringing of new life and dignity to individuals.

I pledge again to this Council that I shall devote myself sincerely and completely to the objectives of this Administration and that my efforts shall be directed solely to the interests of the unhappy oppressed people whom we hope to serve. When I accepted this position I asked you for your cooperation. Today I need not ask for it again. You have already shown me that in carrying on the work ahead I shall be able to depend upon every one of you.

Mr. ACHESON: The Chair recognizes the Member of the Council from Yugoslavia.

MEMBER OF THE COUNCIL FROM YUGOSLAVIA: I have the honor to present to the Council the following resolution:

*A Resolution Expressing Thanks to the Government of the United States of America as the Host to the Session*²

WHEREAS the success of the First Session of the Council has been due in large measure to the facilities and arrangements provided by the

² Resolution No. 50.

Government of the United States of America as the host to the Session; it is therefore

RESOLVED

That the Council express its thanks to the Government of the United States of America.

I am sure that I am expressing the unanimous feeling of all the Members of the Council, and very few words of comment on this resolution are necessary. Our thanks and gratitude to the United States Government are deep and sincere.

We already owe a debt of gratitude to the United States Government for the efforts they made in drafting the UNRRA Agreement. It required a great deal of patience, tact, and understanding to reconcile the diverse and sometimes conflicting views which existed on the subject. I am sure that those who have been in charge of these delicate negotiations always had in mind that this Agreement would strengthen the ties of solidarity among the United Nations and assure their effective cooperation after victory has been achieved.

Today we wish to thank the United States Government for the facilities and arrangements which they have provided as our host to assure the success of our first meeting. We can hardly imagine the amount of energy which was necessary to bring the conference to a successful conclusion in record time. We appreciate this all the more because it was an achievement accomplished in the midst of war, when all the energies of this great country were directed toward the prosecution of the war. But the UNRRA is a part of the war effort of the United Nations.

In consequence, Mr. Chairman, I have the honor to move that the proposed resolution be adopted by the Council.

Mr. ACHESON: The Chair recognizes the Member of the Council from Iran.

MEMBER OF THE COUNCIL FROM IRAN: Mr. Chairman, Members of the Council, I am sure that all the Members of the Council share the opinions which have been expressed by the Member of the Council from Yugoslavia and wish to join in expressing our thanks to the Government of the United States, which has made the arrangements for our meeting as host of this First Session of the Council. It was the American efficiency which could have made the completion of our vast task possible in so short a time. We shall also retain grateful memories of the generous and friendly hospitality that we have received. I, therefore, have pleasure in seconding the resolution.

Mr. ACHESON: The Chair recognizes the Representative from Colombia.

REPRESENTATIVE FROM COLOMBIA: Mr. Chairman, I consider it an honor to have the privilege of adding my voice also on behalf of

the Colombian Government in seconding the resolution proposed by the Member of the Council from Yugoslavia.

In so doing, I wish to reiterate in the name of the Colombian Government its desire to collaborate to the greatest possible extent in the task of relief and rehabilitation as set forth in the Agreement signed in Washington on November 9, 1943, as soon as the constitutional formalities are fulfilled by the Colombian Congress.

While the representatives of the United Nations and the nations associated with them are meeting in Atlantic City in the noble endeavor of helping the victims of war as the basis for the world's reconstruction, the German Government has committed a new aggression against the Colombian Nation which has the character of an unprovoked act of war, thus putting itself in a situation of belligerency with respect to the Republic of Colombia. My Government, therefore, has made a public statement, declaring that it finds itself obliged to take the necessary steps to defend the Colombian people from external aggression and to preserve its security, its honor, and its rights. The Senate of the Republic immediately ratified the position adopted by the Government, affirming, besides, before the Nation and the peoples of America that it is disposed in defense of national dignity and democratic institutions, to take every step to repel attacks against them and to implement those which the Executive power may take in the same sense.

This new situation creates a stronger tie in the collaboration of Colombia with the United Nations who, in this solemn occasion, are showing to the world the most positive accomplishments in the humanitarian task of helping the victims of the totalitarian destruction.

Mr. ACHESON: Gentlemen, you have heard the motion made and seconded. The question before the Council is on agreeing to the motion. All in favor of the motion indicate by saying "Aye". (General chorus of "Ayes".) Those opposed? (No response.) There being no votes contrary to the motion, the motion is adopted.

The Chair recognizes the Member of the Council from Poland:

MEMBER OF THE COUNCIL FROM POLAND: It is gratifying for a representative of Poland to have the opportunity of stressing the proverbial hospitality and the generosity of the United States authorities and of the American people.

I am sure of voicing the opinion of all my colleagues in this Council meeting when I say that we shall all bring away with us from Atlantic City a feeling of warm gratitude and appreciation to His Honor the Mayor, the Commissioners, the so friendly citizens of this bracing ocean resort, and the management and staff of the Hotel Claridge.

I beg leave to move that this Council adopt the following resolution expressing thanks to the Mayor and Commissioners of Atlantic City and to the Manager of the Claridge Hotel:*

WHEREAS the Council is appreciative of the attractive surroundings in which it has met and of the gracious hospitality extended to its members and their staffs; it is therefore

RESOLVED

That the Council express its thanks to the Mayor and Commissioners of Atlantic City and to the Manager of the Claridge Hotel.

Mr. ACHESON: The Chair recognizes the Member of the Council from Ecuador.

MEMBER OF THE COUNCIL FROM ECUADOR: Mr. Chairman, it is a distinct privilege and pleasure—which every member of the Council indubitably shares—to second the motion proposed by the Member for Poland expressing our sincere appreciation to the authorities and the people of Atlantic City for the warm hospitality which has so highly contributed to make our all too brief stay in their charming city most pleasant and one which will unquestionably linger in our memories for the rest of our lives.

Mr. ACHESON: Gentlemen, you have heard the motion made by the Member of the Council from Poland and seconded by the Member of the Council from Ecuador. The question is on agreeing to the motion. All in favor of the motion indicate by saying "Aye". (Ayes.) Those opposed? (No response.) The motion is adopted.

The Chair recognizes the Member of the Council from Chile.

MEMBER OF THE COUNCIL FROM CHILE: Gentlemen, I am going to ask the Council to express its thanks to the representatives of the press, the radio, and the motion pictures who have reported its First Session.

They have been friendly, and fair, and loyal, and prudent. They gave us, sometimes, a flattering feeling of our over-importance when, although they knew the answers, they came to us, nevertheless, to ask the questions.

Democracy and the press came to life almost at the same time, the wonder boys of the modern age. They were both bred and raised to a somewhat premature maturity through the last three centuries of the English, the French, the American, and the Latin American revolutions.

They were both promising youngsters, a little exhilarated by their sense of stability and self-approbation when the great challenge came in our days, a sudden challenge of life or death. And they stood the test.

The existence of democracy and a free press, which is the only real press, have been so interwoven that one can hardly say which was the

* Resolution No. 51.

cause and which the effect. One thing is certain: that if one perishes the other will follow. The press is a natural forty-fifth ally in this struggle for democracy because it is its own struggle.

Of course, today, the press is something more than the printed periodical. It is also the radio and the motion picture. Although they are forceful and fast-growing children of the family, still I cannot quite agree with the late Alexander Woolcott, who used to make fun of us, his newspapermen friends in New York, saying that we belonged to a venerable but outmoded form of journalism.

I hope I am expressing the feelings of all of you, Gentlemen, the Members of the Council, when I say that we are individually and collectively thankful to the representatives of the press. I humbly confess that more than once when I felt rather lost in the jungle of meetings and statements, rules and resolutions, committees and sub-committees, I often found in the press a thread to guide me through the labyrinth.

We thank them above all because they have emphasized the deeper meanings of this gathering, clarifying the moral alignment of the war: the rehabilitator against the devastator, the helper against the predatory.

And so they have made the peoples know what we here know: that we don't want an undesirable peace.

Thanks to them, and to us, and to the lofty motives of this meeting, harmony did, for once "make the headlines".

*A Resolution Expressing Thanks to the Representatives of the Press, Radio, and Motion Pictures*⁴

WHEREAS the Council is mindful of the deep interest of the peoples of the world in the fullest possible information with respect to the deliberations of the Council and the operations of the Administration; and

WHEREAS the Council is appreciative of the friendly spirit with which its deliberations have been brought to the attention of the people by the press, radio, and motion pictures; it is therefore

RESOLVED

That the Council express its thanks to the representatives of the press, radio, and motion pictures who have reported its First Session.

MR. ACHESON: The Chair recognizes the Member of the Council from Greece.

MEMBER OF THE COUNCIL FROM GREECE: It is my pleasure to second the motion of the Member of the Council from Chile.

MR. ACHESON: Gentlemen, you have heard the motion made by the Member of the Council from Chile and seconded by the Member of

⁴Resolution No. 52.

the Council from Greece. The question before the Council is on agreeing to the motion. Those in favor of the motion, indicate by saying "Aye". (Ayes.) Those opposed? (No response.) The motion is adopted.

The Chair recognizes the Member of the Council from the Philippine Commonwealth.

MEMBER OF THE COUNCIL FROM THE PHILIPPINE COMMONWEALTH: As a follow-up of the sentiments already expressed more vividly and eloquently at the last meeting of the Council by our distinguished colleague, the Member for India, Sir Girja Bajpai, I rise to offer a resolution.

We all know and feel what the officers and staff of the temporary Secretariat have done in their tireless work to make this conference the success that it has been. I know we all deeply appreciate their loyalty and work.

Mr. Chairman, I move the adoption of this resolution of thanks and appreciation from all the Members of the Conference to the Secretariat.

May I request the Secretary to read the resolution.

*A Resolution Expressing Thanks to the Officers and Staff of the Temporary Secretariat*⁵

WHEREAS the officers and staff of the temporary Secretariat have facilitated the work of this session by the efficiency of their preparations therefor and their untiring devotion throughout its deliberations; and

WHEREAS they have served the Council and its Committees efficiently and faithfully; it is therefore

RESOLVED

That the Council express its thanks to the officers and staff of the temporary Secretariat.

MR. ACHESON: The Chair recognizes the Member of the Council from Iraq.

MEMBER OF THE COUNCIL FROM IRAQ: Mr. Chairman, I have the pleasure and honor to second the resolution made by my colleague from the Philippine Commonwealth, and may I take the liberty to express my deepest appreciation for the efficient, sincere sacrifice and devotion shown by the staff to the Conference meetings.

MR. ACHESON: Gentlemen, you have heard the motion which has just been made by the Member of the Council from the Philippine Commonwealth and seconded by the Member of the Council from Iraq. The question is on agreeing to the resolution. Those in favor of the resolution will indicate by saying "Aye". (Ayes.) Those opposed? (No response.) The motion is adopted.

⁵Resolution No. 53.

The Chair recognizes the Member of the Council from the French Committee of National Liberation.

MEMBER OF THE COUNCIL FROM THE FRENCH COMMITTEE: My colleagues have been kind enough to leave me the most agreeable of all duties—the one that I am certain everyone of us in this room would like to be his at this moment.

And that is to express to our Chairman our thanks for his impartial guidance, his unflinching courtesy.

Our task was a difficult one. Forty-four nations assembled to deal with the most pressing of all problems. The job had to be done quickly and yet well done. Minds had to meet. Understanding and guidance was necessary—sometimes firmness. All this we have had the good luck to find in our Chairman.

I have seen many international conferences in the course of many years. Never have I seen one guided with such skill, exceptional ability, and such charm.

I know that I am speaking for everyone of you Members of the Council and also for all those who have come in contact with him when I say that we leave our Chairman with the feeling of regret with which we would leave an old and trusted friend.

Gentlemen, I move that the Council congratulate itself on its good fortune in the choice of a Chairman for the First Session; and that the business of the Council has been greatly facilitated by his exceptional, expert, courteous, and impartial guidance.

Therefore, that the Council resolve to express its thanks to the Chairman of the Council for the First Session.

*A Resolution Expressing Thanks to the Chairman of the Council**

WHEREAS the Council is mindful of its good fortune in the choice of a Chairman for the First Session; and

WHEREAS the business of the Council has been greatly facilitated by his expert, courteous, and impartial guidance; it is therefore

RESOLVED

That the Council express its thanks to the Chairman of the Council for the First Session.

Mr. ACHESON: The Chair recognizes the Member of the Council from Nicaragua.

MEMBER OF THE COUNCIL FROM NICARAGUA: I beg to second the motion of the distinguished Member of the Council for the French Committee of National Liberation.

And in doing so I wish to express as delegate of Nicaragua the deep admiration I feel toward Mr. Dean Acheson.

* Resolution No. 54.

He has accomplished a stupendous task in this First Session of the Council of UNRRA. His tact, his ability in conducting the proceedings, his cooperation and friendliness toward all of us, may be cited as deciding factors in the success attained.

The actions of UNRRA will soon be felt on suffering humanity and the world will forever remember our Chairman, Mr. Dean Acheson.

Mr. LEHMAN: Mr. Chairman, Members of the Council, although it is not provided for by the Rules of Procedure that the Director General should preside at the meeting, I am sure that you will forgive me for taking the privilege at this moment. I do so because I want to give public expression of the great admiration and appreciation that I have for the manner in which your permanent Chairman, Mr. Dean Acheson, has conducted this very difficult Council meeting. You, of course, have all seen the task performed in the spirit of fairness and friendliness which marked his every action and his every relationship in the membership of this Council, which you must all know as well as I do.

What you may not know, however, as well as I do, is the very great part which Mr. Acheson has played in the consummation of the United Nations Relief and Rehabilitation Administration. As you know, negotiations commenced a great many months ago looking toward the consummation of this fine effort of ours and I can say to you from my personal daily association during a period of nearly a year that no one has had so great a part in bringing this effort of ours to a successful fruition as your Chairman, Mr. Dean Acheson. May I say to you that for that end and for the masterly way he conducted this session I know that I speak for every member of the Council, every member of the Secretariat, and everybody who has observed the proceedings of this First Session when I offer you very sincere thanks and an expression of deepest appreciation. And now, Gentlemen, you have heard the motion which I take pleasure in presenting to you. All those who are in agreement with the motion will please signify their agreement by a rising vote.

(Everyone stands.)

Closing Remarks by the Chairman of the First Session

Mr. ACHESON: Members of the Council, I am more deeply touched than I can say by the kind and gracious words which have been spoken by the French representative, by our colleague from Nicaragua, and by the Director General. If I could feel that these words were deserved, it would give the satisfaction of duty done, but they assure me even more than that of the warmth and friendliness of all who have taken part in the work of the meeting of this Council, and it has been this spirit which has made the task of the Chairman an easy one.

We here have represented nations linked together by fate and by conscious purpose—nations facing a task which can be carried out only by combined action. The destruction of war has fallen upon some

countries more severely than others, but it is the concern of all that each should regain strength and well-being. The moral and spiritual foundation of this concern has been stated by one of the poets: "Any man's death diminishes me, because I am involved in mankind, and therefore, never send to know for whom the bell tolls; it tolls for thee."

The active cooperation of the forty-four United and Associated Nations to bring help to their neighbors has been demonstrated here. It is a tribute to our solidarity and a guarantee of success. It is of special significance that no individual burdens, however grievous, have served to make a breach in this solidarity. Take the case of India. She is afflicted today with widespread distress due to insufficiency of food over large areas, caused by the war, distress in which, I am sure, we all feel profoundly for her people. But her special situation has not prevented her from joining in our work here. We are grateful for this token of her cooperation and devoutly hopeful that, through the efforts of all those who are now engaged in the task, the ravages of famine and disease may swiftly be brought under effective control.

If we are asked what we have done here, I believe that we can answer, "Four things."

We have reached agreement upon a practicable program, of defined scope, fully possible of achievement in action. A general purpose has been translated into a definite plan.

We have formulated for submission to the lawmaking bodies in our countries a workable plan for financing our program—a plan, the fairness and practicality of which we believe will commend it to those in authority.

We have devised a procedure for ascertaining and meeting needs, which fits into the existing procedures for supplying the materials needed in the prosecution of the war and which assures fairness and expedition in the supply of liberated areas.

Finally, we have chosen the men to lead us in the continuing cooperation without which this work cannot succeed, and we have provided for an international organization to administer the policies laid down.

It has been good work well done. It has been achieved, as all enduring things must be achieved, by the intelligence and character of individual men and women governed by reason, tolerance, and good will.

Members of the Council, we have completed the task of our First Session. We have completed the agenda which you have approved for today. In accordance with that agenda, I ask whether there is any further business to come before the Council. The Chair recognizes the Member of the Council from India.

MEMBER OF THE COUNCIL FROM INDIA: Mr. Chairman, I shall crave your indulgence for one brief moment, to thank you for your reference to my country and to wish UNRRA the fullest success in its beneficent and pressing task of carrying succor to those whose heroic and steadfast resistance has lent to the concept of liberty a new glory and to the spirit of liberty a new meaning.

MR. ACHESON: If there is no further business, the motion to adjourn is in order. Is the motion made? (The Member from China makes the motion.) Is the motion seconded? (Seconded by the Member from Haiti.) Gentlemen, the motion to adjourn has been made and seconded. All those in favor of adjournment indicate by saying "Aye". (Majority say "Aye". Those opposed? (No response.) The First Session of the Council is adjourned.

Appendices

APPENDIX I

**Resolutions Adopted at the Sixth Meeting of the
First Session of the Council
(November 29, 1943)**

Resolution No. 42

A Resolution Accepting the Report of the Committee on Organization and Administration¹ and Adopting the Resolutions Recommended Therein

WHEREAS, the Council has received the report of the Committee on Organization and Administration appointed for the First Session of the Council; and

WHEREAS, under the review procedure provided for in article V, section 6, of the Temporary Rules of Procedure, certain modifications have been made in the resolutions recommended therein prior to presentation to the Council, it is therefore

RESOLVED,

That the Council accept the report of the Committee on Organization and Administration and adopt the resolutions recommended therein, as so modified.²

Resolution No. 43

A Resolution Accepting the Report of the Committee on General Policy³ and Adopting the Resolutions Recommended Therein

WHEREAS, the Council has received the report of the Committee on General Policy appointed for the First Session of the Council; and

WHEREAS, under the review procedure provided for in article V, section 6, of the Temporary Rules of Procedure, certain modifications have been made in the resolutions recommended therein prior to presentation to the Council, it is therefore

RESOLVED,

That the Council accept the report of the Committee on General Policy and adopt the resolutions recommended therein, as so modified.

Resolution No. 44

A Resolution Accepting the Report of the Committee on Finance and Supplies⁴ and Adopting the Resolutions Recommended Therein

WHEREAS, the Council has received the report of the Committee on Finance and Supplies appointed for the First Session of the Council; and

¹ Committee I.

² The modifications referred to in this and the other resolutions herein set forth are shown in the résumé of the Sixth Meeting of the First Session of the Council, *Journal* No. 10, pt. I, p. 513, et seq., and in the document bearing Reception No. 248 (unpublished). These modifications are incorporated in the Reports of Committees, as set forth in Section D of this document.

³ Committee II.

⁴ Committee III.

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WHEREAS, under the review procedure provided for in article V, section 6, of the Temporary Rules of Procedure, certain modifications have been made in the resolutions recommended therein prior to presentation to the Council, it is therefore

RESOLVED,

That the Council accept the report of the Committee on Finance and Supplies and adopt the resolutions recommended therein, as so modified, including the resolution fixing the composition of the Committee on Supplies, the resolution relating to the appointment of a subcommittee of the Committee on Supplies, the resolution fixing the composition of the Committee on Financial Control, and the resolution relating to the functions of the Committee on Financial Control.

Resolution No. 45

A Resolution Accepting the Report of the Committee on Relief and Rehabilitation Policies¹ and Adopting the Resolutions Recommended Therein

WHEREAS, the Council has received the report of the Committee on Relief and Rehabilitation Policies appointed for the First Session of the Council; and

WHEREAS, under the review procedure provided for in article V, section 6, of the Temporary Rules of Procedure, certain modifications have been made in the resolutions recommended therein prior to presentation to the Council, it is therefore

RESOLVED,

That the Council accept the report of the Committee on Relief and Rehabilitation Policies and adopt the resolutions recommended therein, as so modified.

Resolution No. 46

A Resolution Accepting the Reports of the Committee on Ad Hoc Committees

WHEREAS, the Council has received the reports of the Committee on Ad Hoc Committees appointed for the First Session of the Council, it is therefore

RESOLVED,

That the Council accept the reports of the Committee on Ad Hoc Committees.

A Resolution Relating to the Salary of the Director General²

RESOLVED,

That the salary of the Director General be the salary of the members of the Cabinet of the President of the United States of America.

Resolution No. 47

A Resolution Adopting the Resolutions on Policy Recommended by the Committees of the Council for the First Session³

RESOLVED,

That the Council adopt the resolutions on policy recommended by the Committees of the Council for the First Session as contained in the document presented to the Council entitled "The Resolutions on Policy of the First Session of the Council."

¹ Committee IV.

² This resolution appears also in the document entitled Resolutions on Policy of the First Session of the Council, as Resolution No. 30. See *ante* p. 68.

³ Upon motion from the floor, certain corrections were made in the text of the document referred to in this resolution, prior to its adoption. *Journal* No. 19, pt. I, p. 514(d). The corrected text is incorporated in section C of this publication.

A Resolution Relating to the Distribution of the Journal and Other Documents of the First Session of the Council

WHEREAS, the *Journal* of the First Session of the Council and the various other documents which have been issued during the Council session, have, at the time of their distribution been considered confidential; but

WHEREAS, the necessity for continuing to treat this material as confidential will no longer exist after the session of the Council is completed; and

WHEREAS, it is desirable that accurate information concerning the policies adopted by the Council should be available, it is therefore

RESOLVED,

That the Director General is authorized, in his discretion after the adjournment of the Council session, to make such distribution of the *Journal* and of the other documents of the First Session of the Council as he may find appropriate and feasible.

APPENDIX 2

Speech of Acceptance by the Director General
(November 11, 1943)

Let me express to you tonight my deep appreciation of the honor which you have accorded me in electing me as Director General of the United Nations Relief and Rehabilitation Administration.

I am sincerely grateful for the confidence which you have shown in me. I am deeply conscious of the significance and character of the work that lies ahead—the unprecedented task of relieving, so far as humanly possible, the starvation and want of the millions of people in Europe and in Asia who have for so long suffered the ravages and horrors of war. You may be assured of my complete and sincere devotion to this task. My actions will be directed solely to the accomplishment of the objectives for which this Administration has been created. In doing so I shall act as a representative of all the member governments, neither seeking nor accepting instructions from any individual government.

Two days ago in the White House you signed the agreement bringing UNRRA into being. Our assignment is the gravest it is possible to conceive. Now our work has begun. What that work is to be will be decided by all of us here. In reaching our decisions all governments, large and small, must participate fully and actively. It is our joint duty to make this Administration what it is designed to be—one of the great instruments of the United Nations for the winning of the war and for the consolidation of the peace. We must be guided not alone by the compelling force of humane sentiments but also by dictates of sound common sense and of mutual interest.

The need is great. The opportunity is great. We must act promptly and decisively.

We must act for reasons of common humanity. To feed the starving, to clothe the naked, to bind up the wounds of the sick; this is but the common duty of all men of good will. The human needs of these millions who have suffered so greatly present to the United Nations a tremendous and urgent test of the efficacy of practical and working democracy—the free and effective expression of the fundamental and irrevocable rights and dignity of the individual. For the United Nations to defeat the Axis and be unprepared to bring assistance to the men, women, and children who have kept alive their hope and cherished their love of liberty through years of war and oppression—would be a truly monstrous folly, a catastrophic abandonment of those principles which underlie everything we cherish of civilization and humanity.

We must act for reasons of military security. Ours is not only a post-war job, but a war job as well. Part of our opportunity is to speed victory. If civilian conditions behind the lines in liberated areas are stabilized, the energies of our armies can be directed solely to fighting the war. If production in the liberated areas is restored, and the strain on supply lines relieved, vital shipping will be freed to speed victory elsewhere. Prompt relief to the needs of civilians in liberated territories will bring us new allies in our fight; it will encourage resistance among peoples still subjugated and thus hasten the enemy's downfall.

We must act too for reasons of long-range economic security—reasons of enlightened self-interest. It would imperil the future prosperity and security of all of us if the areas liberated by our armies continued rife with unemployment, inflation, unrest, disease, and other consequences of economic and social

disorganization. In this 20th Century industrial world, a world of lightning communications, a world closely bound by interrelationships in every sphere, no one nation among us alone can long shelter its own economy from the consequences of widespread economic and social paralysis. The quickest possible rehabilitation of the economy of liberated areas may well be an important means of cushioning the shock of postwar economic readjustment in all nations. A wise and bold initiative now in liberated areas, even as we pursue the enemy elsewhere, will bring us all the more quickly the restoration of normal channels of production and trade; of soldiers demobilized and back at work; a world of free men engaged in free enterprise—an economy producing and consuming to the full extent of its needs.

In a spirit of deep humility, I approach the challenging task that lies before us. I know that we deal with an ever shifting, an ever widening problem. With the utmost exercise of whatever faculty of imagination we possess, it is still impossible to form an adequate picture of the desolation we are apt to find from the tip of Norway to the Greek Peninsula, from the Atlantic frontier of France to the uttermost eastern line of Nazi penetration in Russia. The systematic looting of this wide area, which everywhere started with the occupation, and which we must anticipate will continue until the time of liberation, will leave the civilized world confronted with a human problem unparalleled in its magnitude. And while it now appears likely that occupied Europe will first be cleared of the foe, the receding tide of the Japanese invaders will expose similar and equally pressing wants in China and throughout the Far East. These are the questions we must be prepared to face and to deal with, always conscious of the fact that even countries which through good fortune have been untouched by the invader, have nonetheless, under the impact of war, been forced to cut largely into their reserves and have human needs of their own which cannot be ignored.

We will certainly be confronted during the early stages after liberation with a critical world shortage of supplies. One of the chief objectives of UNRRA must be to see that world supplies so long as they are limited, are equitably distributed among those who need them to maintain life, regardless of the economic position of the nations. Until the critical shortage in supplies has disappeared a careful and a just and equitable distribution of essential commodities must be maintained if urgent needs are to be met and if we are to avoid an inflationary scramble in world markets which can only be ruinous to all nations.

The recent Moscow Conference, a diplomatic triumph of the highest order, has a profound bearing on our potentiality of future usefulness. To all of us it should be a source of deep encouragement. It carries the clear implication that nations intend to remain united to maintain the peace of the world during whatever period may be required to develop some more permanent form of world organization. Thus we may proceed with full confidence that the end of hostilities will usher in that prolonged period of world tranquility which alone can make our best efforts fruitful.

We like to think that even while this tragic conflict moves towards its climax we are laying the foundations for the better future of our hopes. Certainly this is our purpose and this is our intent. We must be concerned not alone with the stark emergencies of the first few months after liberation, but with the future as well. And no secure foundations can possibly be laid which do not seek to avoid the disaster of a prolonged European or Asiatic anarchy. The earliest possible restoration of a normally functioning economy on both

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continents is imperative, not only for the peace of the world but for the security and the well-being of all of us.

It is my conviction that with the destruction of the unspeakable Nazi system and the ludicrous "co-prosperity sphere" of the Japanese war lords great regenerative forces will everywhere be unleashed. As the end draws near these forces will have at once to contend with lack of food and medical supplies, of clothing, of shelter and of raw materials and of transportation.

There is no need for me to paint the picture in detail of the need and suffering which faces us today.

We will be confronted with the spectacle of nation after nation dangerously undernourished; menaced with disease; in dire need of food, medicines, clothing and shelter.

We will be confronted with the tragedy of millions and millions of people, both in Europe and in Asia, uprooted from their homes and separated from their families. Brutally and ruthlessly they have been shipped like cattle from one country to another, to serve as slave labor or to satisfy the hateful racial and political doctrines of the enemy. These millions must be assisted to return to their homes when peace is once again established.

We will be confronted in every occupied country with the problem of an economic order, twisted out of shape and bent by the enemy to serve the sole purpose of feeding his greedy war machine. We shall find land without fertilizers and farmers without adequate seed or implements with which to produce the crops that are urgently needed.

We shall find areas without any raw materials, and without transportation facilities for the distribution of food and other essential supplies, even when available.

We shall find social and spiritual institutions, essential to the maintenance of the populations, broken down and disintegrated after years of strangulation by the brutal aggressor.

In material terms this means destruction and economic paralysis and chaos.

In human terms it means misery and death.

This I conceive to be the measure of our opportunity, it will call into service all that is best in our common humanity.

It has at times been said that we have been exposed to so much horror in recent years that we have at last become hardened to the suffering of our neighbors. This is a slander upon our civilization which it will be the high privilege of this organization to refute. It is our purpose to extend a helping hand to the limit of our ability. Nations no less than individuals desire to live in dignity and self-respect. They wish to become self-reliant members of the world community. To this end they seek the opportunity to work, to produce, to trade. They turn to us with no idea of long-continuing relief; but like individuals overwhelmed by some catastrophic misfortune they merely ask for our help in order that they may surmount a dire national emergency.

In approaching the task which lies ahead one cardinal principle above all else should motivate our actions and govern our policies. That is the principle of *helping people to help themselves*. That principle must always be the guiding light of UNRRA. The nations and peoples who have suffered most directly from this war will not easily or willingly become recipients of relief assistance. Nations will not seek aid for a period or to an extent greater than is absolutely necessary to permit them to work out their own problems. But if in the initial stages we fail to help them to help themselves the opportunity for sound permanent reconstruction may be lost. They ask for aid in order that after the horrors of war a bridge may be thrown across the torrent that separates them

from the normal processes of peace. To erect such a bridge is the nature of the task which confronts us.

In aiding the governments and peoples of the liberated territories it should be the policy of this Administration to interfere as little as possible with the responsibility and authority of the recognized governments of those areas. The purpose of UNRRA is not to substitute international controls for national controls.

With the signing of the UNRRA Agreement we have taken the first step toward meeting the urgent needs of the civilian populations most directly affected by this war. But the signing of the Agreement and the convening of this Council is only the first step. The Agreement is not self-executing. It will in fact mean very little but lip service unless all of the United Nations give this organization their full support and cooperation and unless the supplying nations are willing to make further sacrifice to provide the supplies and funds which are necessary to do the work which lies ahead. It is clear that no single nation or any small group of nations possesses the resources to meet the problem which lies ahead. This must be a single-minded effort in which every nation does its full part—willingly and without reservation.

To meet the problem of urgent needs it is imperative that adequate reserve stocks be assembled and held available promptly to meet the basic needs of those who can be helped. War needs, of course, must take priority over all else. But many of the prime necessities of UNRRA, such as textiles, clothing, farm machinery, and other fabricated articles, as well as some foodstuffs, require many months for production and can be produced in the present war economy only if their need is foreseen and scheduled long in advance. It is absolutely essential that the principal supplying nations immediately make specific and adequate provision for the establishment of sufficient shelf-stocks for UNRRA of basic relief and rehabilitation supplies so that their availability can be assured to those whose plight is now so desperate. No amount of good intentions or pious hopes will enable us to feed starving people without food nor clothe the naked without clothes.

Ahead of this organization lies a magnificent opportunity and challenge to help those people who have suffered the ordeals of this war with such bravery and fortitude. When this war is won, we seek a world of peace and freedom and stability. But no nation can either make a satisfactory peace or establish a stable government, or take its free and rightful place in the community of nations while the stomachs of its people are empty and while they lack even the basic necessities of life and decency.

If we have learned anything from the decades just behind us it is this: that we cannot, even if we would, make ourselves secure in a world in which millions of men, women, and children are dying of want or by epidemic. Let us recognize frankly that freedom from gripping want is a basic component of any enduring peace and that if the world is to have any hope of lasting peace and a stable economy we must all cooperate wholeheartedly to the end that the liberated peoples are restored as rapidly as possible to a self-sustaining basis.

The cry of nations and their peoples for assistance in the first hours of liberation will present democracy with a supreme test. The fate of all United Nations' efforts to assure a world of security and of lasting peace may well be largely influenced by the success of this, their first joint action in relief and rehabilitation. This work of preventing death by starvation and epidemic, and of making it possible for peoples through their own efforts to solve their own long range problems, transcends the realm of political allegiances and can give full expression to the highest principles and instincts of all peoples. As President Roosevelt said in the great speech which he delivered at the White

House on the occasion of the signing of the agreement: "Nations will learn to work together only by actually working together." Thus the joint effort of the United Nations to help the liberated peoples of the world to become self-sufficient again may well provide the experience and the encouragement which will make possible other great enterprises to come.

We have been called upon twice within the span of a lifetime to devise a peace in which all men can live in freedom from fear and want. We failed once. We dare not fail again.

To the great goal of helping to meet the tasks which confront us I pledge my devoted energies. With the full cooperation of this Council and the governments which it represents I am confident that together we shall succeed.

APPENDIX-3

Officers of Committees and Subcommittees of the First Session

COMMITTEE I

ORGANIZATION AND ADMINISTRATION

Chairman: Raoul Richard, Belgium
Vice Chairman: Juan Chávez D., Peru
Secretary: Huntington Gilchrist
Assistant Secretary: Allen T. Bonnell

Subcommittee 1

ORGANIZATION OF THE COUNCIL AND ITS STANDING COMMITTEES

Chairman: Sir Girdja Shankar Bajpal, India
Vice Chairman: Constantin Fotitch, Yugoslavia
Rapporteur: Brooke Claxton, Canada
Secretary: Lithgow Osborne

Subcommittee 2

PERMANENT RULES AND REGULATIONS OF THE COUNCIL

Chairman: Héctor David Castro, El Salvador
Vice Chairman: Shao-hua Tan, China
Rapporteur: J. J. Polak, Netherlands
Secretary: Walter R. Sharp

Subcommittee 3

PERSONNEL POLICIES OF THE ADMINISTRATION

Chairman: Kyriakos Varvaresos, Greece
Vice Chairman: Ralph William Close, Union of South Africa
Rapporteur: A. H. Phillipse, Netherlands
Secretary: Rupert Emerson

Subcommittee 4

ADMINISTRATIVE BUDGET

Chairman: Jan Masaryk, Czechoslovakia
Vice Chairman: Magnus Sigurdsson, Iceland
Secretary: Kenneth Dayton
Assistant Secretary: Harry K. Herwitz

COMMITTEE II

GENERAL POLICY

Chairman: Vasil Alexseevich Sergeev, Union of Soviet Socialist Republics
Vice Chairman: Blatta Ephrem Tewelde Medhen, Ethiopia
Secretary: Eugene Staley
Assistant Secretary: James Johnson

Subcommittee 1

SCOPE OF UNRRA'S ACTIVITIES

Chairman: Colonel John J. Llewellyn, United Kingdom
Vice Chairman: Jean Monnet, French Committee of National Liberation
Secretary: Eugene Staley
Assistant Secretary: James Johnson

Subcommittee 2

RELATIONS WITH MEMBER AND NON-MEMBER GOVERNMENTS

Chairman: Anders Frihagen, Norway
Vice Chairman: Sir Owen Dixon, Australia
Rapporteur: O. S. Franks, United Kingdom
Secretary: Eugene H. Doonan

Subcommittee 3

RELATIONS WITH OTHER INTERGOVERNMENTAL AGENCIES

Chairman: Eurico Penteado, Brazil
Vice Chairman: R. M. Campbell, New Zealand
Secretary: Abraham Feller

COMMITTEE III

FINANCE AND SUPPLIES

Chairman: Jean Monnet, French Committee of National Liberation
Vice Chairman: Gustavo Gutiérrez Sanchez, Cuba
Secretary: Kenneth Dayton
Assistant Secretary: Richard Funkhouser

Subcommittee 1

FINANCING ARRANGEMENTS FOR SUPPLIES AND SERVICES

Chairman: Dean Acheson, United States of America
Vice Chairman: Pierre Dupong, Luxembourg
Secretary: Walter A. Chudson

Subcommittee 2

PROCEDURES FOR ASCERTAINING AND MEETING DEFICITS IN SUPPLIES REQUIRING IMPORTATION

Chairman: L. B. Pearson, Canada
Vice Chairman: P. A. Kerstens, Netherlands
Secretary: Dewey Anderson

COMMITTEE IV

RELIEF AND REHABILITATION POLICIES

Chairman: Tingfu F. Tsiang, China
Vice Chairman: Juan Carlos Blanco, Uruguay
Secretary: Luther Gulick
Assistant Secretary: John H. Cover

Subcommittee 1

RELIEF DISTRIBUTION POLICIES

Chairman: Sir Owen Dixon, Australia
Vice Chairman: Jan Masaryk, Czechoslovakia
Secretary: Ben W. Lewis

Subcommittee 2

POLICIES WITH RESPECT TO HEALTH AND MEDICAL CARE

Chairman: Thomas Parvan, United States of America
Vice Chairman: J. Heng Liu, China
Rapporteur: Melville Mackenzie, United Kingdom
Secretary: James A. Crabtree

Subcommittee 3

POLICIES WITH RESPECT TO WELFARE SERVICES, INCLUDING RELATIONS WITH VOLUNTARY RELIEF AGENCIES

Chairman: Jan Kwapiński, Poland
Vice Chairman: Henrique Gil-Fontoul, Venezuela
Rapporteur: Viscount Alain du Parc, Belgium
Secretary: Harry Greenstein

Subcommittee 4

POLICIES WITH RESPECT TO ASSISTANCE TO DISPLACED PERSONS

Chairman: Gustavo Gutiérrez Sanchez, Cuba
Vice Chairman: Anders Frihagen, Norway
Rapporteur: Sir George Rendel, United Kingdom
Secretary: George L. Warren

Subcommittee 5

POLICIES RELATING TO AGRICULTURAL REHABILITATION AND OTHER MEANS OF RAISING FOOD ESSENTIAL TO RELIEF

Chairman: Eugene S. Sergeev, Union of Soviet Socialist Republics
Vice Chairman: Carlos Manuel Escalante, Costa Rica
Rapporteur: J. H. Gorvin, United Kingdom
Secretary: Herbert W. Paristius

Subcommittee 6

POLICIES RELATING TO REHABILITATION OF SUCH INDUSTRIES, TRANSPORT, AND OTHER SERVICES AS ARE ESSENTIAL TO RELIEF

Chairman: P. A. Kerstens, Netherlands
Vice Chairman: Joaquín M. Elizalde, Philippine Commonwealth
Rapporteur: Baron René Boel, Belgium
Secretary: John H. Cover