

*B. H. Hurley*

MEMORANDUM

of.....  
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Miss Caroline G. Norment,  
Society of Friends /Quakers/.  
M o s c o w .-

Dear Madam,

I have promised to present to you the general principles which in the opinion of my Government, must underlie the future work of the Foreign Relief Organisations, and which must, in one form or another, be included in the treaties, agreements or instructions on the question of future Relief work.

While expressing our deep gratitude towards all the Foreign Organisations which have extended such serious and substantial aid at such a difficult period, who have saved millions of lives from a death of starvation, we are happy to state that the worst period of the famine has already passed and that life is entering into its normal course. And in this task the work of the Foreign Organisations has been a great relief. However, if the famine in its acutest form is over, there are the consequences of famine, deep wounds which have been inflicted upon the country by this disaster, and which it will take long to heal. We must at the same time endeavour to prevent in the future a repetition of similar calamities, which, in afflicting the worn out population, may prove fatal to it.

The new organisation, the Central Committee for fighting the consequences of famine, will direct its work along this line, the line of regenerating the ruined industries, of raising the productivity of our agriculture, and at the same time of supporting and feeding those whom the famine and the miseries accompanying it have thrown off the normal run of their lives and rendered incapable of immediately returning to ~~it~~ /orphans, widows, invalids, refugees/.-

normal run of their lives and rendered incapable of immediately returning to it /orphans, widows, invalids, refugees/.-

We note with a feeling of sincere gratitude the willingness of practically all Foreign Organizations without exception to help us in this difficult task, and we accept this relief with thanks. However, we consider it necessary to point out some differences and changes in the conditions of this work, in its various phases, and come to an agreement regarding them with the interested organisations.

It is necessary first of all to emphasise the fact that during the period when the miseries of the famine in its acutest form have gripped the entire country, we could not stop to think of where to get and whether it would be possible to obtain the means to keep up the Relief Organisations, to transport their freights, etc. We took whatever we could and wherever we could and threw it into the work of relief, often to the detriment of those whom we have deprived of these relief funds /as for instance our transport/. Now, in starting upon systematic organisational work of fighting the consequences of famine, we shall have at our disposal greatly reduced means, specially appropriated, while the work of the various Institutions connected with the Relief operations will in the future have to be entirely paid for.

This forces to the foreground the question

of the participation of the Foreign Relief Organisations in covering the cost of keeping up their own organisation and operations.

1. While recognising in principle the necessity of providing all the needs of the Foreign Organisations /dwellings, fuel, transport, etc./ we must, considering our limited means, on the one hand, and the extraordinary expenditures connected with it, on the other, put forward the question of the participation of

the Foreign Organisations to some extent, and in some cases, entirely, in covering the cost of their operations, such as: the cost of transportation of certain freights, repairing machines, alteration and upkeep of buildings, etc.

2. The extent and form of this participation will have to be agreed upon in each concrete case in accordance with the nature of the work. Thus, there may be some freights which will have to be shipped entirely at the expense of the particular Relief Organisation, some that will be admitted free of custom duties and transported at a reduced rate, and finally some which will be transported entirely at the expense of the Soviet Government.

3. The same refers to the upkeep of employees, wages, etc.

Taking up the possible forms of the future relief work, we have the following, judging from the proposals made to us: feeding of the hungry, supplying those who are in need of clothes, shoes, etc. free of charge, partial food relief to certain groups of the population/student feeding/, the opening of children-asylums, supplying hospitals and dispensaries with medicines; industrial aid-reconstruction of our industries, agriculture, etc.

We shall first dwell on the question of

F e e d i n g .

The following must be laid at the basis of agree-

ments and instructions in the matter of feeding;

1. In order to avoid unnecessary parallel expenditures the Foreign Organisations agree not to open new kitchens and feeding stations in all these places where Soviet Institutions of that type are already in existence /children's Homes & asylums, nurseries, kitchens for adults, schools, etc./
2. The Foreign Organisations supply food products /dry rations/to the above Soviet Institutions, according to set norms and plans worked out and confirmed by both sides.
3. New kitchens and feeding stations may be opened in certain cases in districts where an acute need for them is felt, only by agreement with the Soviet Authorities.
4. The Foreign Organisations do not open their own feeding stations or other institutions and do not keep up a special personnel.
5. The Foreign Relief Organisations are granted every means of fully controlling the distribution of the contributed food stuffs, for which purpose they may employ the necessary number of people, have a Central Office, management, etc.
6. The Districts where the Foreign Organisations are to operate are fixed by agreement with the Soviet Government.
7. The working plans of the Foreign Organisations, their volume and extent, as well as the

the machinery required to tend to its needs, are, inasmuch as the Soviet Government bears part of the expenses, fixed by agreement with the Government, represented by the Committee for fighting the consequences of famine /Posledgol/.

8. The above points refer both to children adult feeding.

Clothes Relief.

1. All clothes, shoes, etc. which are to be distributed free of charge to needy children & adults will be freed from custom duties and transportation charges, or else such expenses will be borne by the Soviet Government.

2. Such articles are to be distributed through the Soviet Institutions and Relief Organs /Social Security Department, Narkomzdrav, Narkompress/ to the most needy people with the participation & control of the Foreign Organizations.

Student Feeding.

1. In view of the fact that Student Kitchens and Cooperatives as well as lower grade school kitchens are actually in existence, though their activity is hindered and sometimes stopped by lack of means, it is undesirable to open new kitchens for the above purposes. This would involve the unnecessary cost of their equipment and upkeep. It is necessary to utilize the existing kitchens and personnel for this purposes. New ones may be opened

only by agreement with the Soviet Authorities where there are none in existence.

2. The cost of keeping-up the kitchens will be borne by the Soviet Government, represented by the proper Department of the Commissariat of Education, etc.

3. The Foreign Organisations supply these kitchens and cooperatives with dry food stuffs, according to the fixed feeding-norm

4. The Foreign Organisations are to be granted widest powers of control over the distribution of the food products contributed by them.

5. The allocation of the food products for student feeding to the various Districts and Cities is to be carried out by agreement with the Soviet Government.

6. The student kitchens are to be managed by the student Organisations /cooperatives/ which hire the employees, manage the administrative part, etc.

7. All the above points refer not only to food, but to clothes, shoes & school supplies which are to be contributed for the needy students as well.

1. Clothes, shoes and food parcels contributed for this particular purpose are to be distributed by the respective Foreign Organisation in cooperation with Representatives

Relief to  
Professors &  
Teachers.

of the corresponding Professional Union and the Soviet Government /Representative Plenipotentiary/ on the basis of equality.

2. The Foreign Organisations have the special right of full control over the distribution of the above.

Food and Clothes  
Parcels.

The work in this sphere varies along several lines. There are first parcels for free distribution. Then there are parcels sold at a low price to the most needy parts of the population, and finally there the individual parcels.

While there can be no doubt or question as to whether the first category of parcels ought to be freed from all sorts of Custom charges and transportation fees, or that the Government ought to pay for that, the other categories of parcels should be put under somewhat different conditions.

It is desirable that the following general principles be made the basis in the question of parcels;

1. All parcels, both food and clothes, contributed for free distribution among the most needy groups of the population are to be free from custom charges and transportation fees, or such expenses are to be defrayed by the Soviet Government.

2. Bulk parcels consigned to Soviet Institutions and Organisations /Trade-Unions, Narkom-

zdrav, etc./ to be sold to their most needy members at a low price, are to be freed from custom charges and transported at a reduced rate; the cost of transportation to be included in the sale price.

3. Individual parcels, whether of food or clothes, are to be charged both custom duties and transportation fees; the above cost may be included as part of the general price of the parcel.

Note: In cases where individual parcels are to be received by participation and under control of the Trade-Union and the Soviet Authorities, and when these operations are not of a purely commercial character, -the question of fixing specially reduced rates may be considered.

4. The entire cost of keeping up the organisation for handling parcels/ excepting the first two categories/ is to be borne by the Foreign Organisations.

5. The Trade-Union Organisations are to be drawn into the closest participation in the distribution of parcels. The most desirable type of a parcel are the so-called nameless bulk parcels which are distributed among the most needy Members of the Unions. It is also necessary to grant the Russian Trade-Union the right of ordering and buying parcels in preference to other persons and organisations.



6. The Representatives of the Soviet Government and the Trade-Union reserve the right of controlling the distribution of individual parcels and of refusing to permit the delivery of parcels in cases where speculation or abuse is discovered.

7. All Committees and Commissions for the distribution of parcels, excepting the Organisations with which special agreements are made on the basis of this memorandum, are to be liquidated.

8. Parcels of a purely commercial type are to be issued and received only on the basis of the existing laws.

#### Medical Supplies.

The same principles and regulations which have been described in the above paragraphs must underlie this field of work as well. It is desirable to have the following order established:

1. Medicines, surgical instruments and other medical equipment as well as the packs for the personnel and patients are to be issued to the existing and functioning hospitals and dispensaries.

2. New hospitals, in places where there are none existing, and need for them is felt, are to be opened by agreement with the Narkomzdrav.

3. The medical institutions which are to be supplied are to be chosen by the Foreign

Organisations together with the Narkomzdrav. The allocation of the articles & products to these institutions is to be carried out in the same way.

4. In order to avoid unnecessary expenditures, the institutions which have been included in the supply scheme worked out as above, are to be supplied through the organs of the Narkomzdrav in cooperation with and under control of the Foreign Organisations.

Such in the opinion of the Soviet Government are the general principles upon which the work of the Foreign Organisations should be based and supplementary agreements and letters of instructions drawn up. These proposals introduce nothing new, and many Foreign Organisations are already carrying on work along these lines. We are confident that the realisation of these principles will enable you to carry out in perfect agreement the plan of work decide upon, and permit us to fulfill all the obligations undertaken by us towards the relief organisations, insofar as our means will allow us.

In conclusion of this part of my letter I wish to emphasise the practical deductions which come up before us under the new conditions of work.

FIRST- it is desirable that the staffs of the Foreign Organisations working in Russia be in real proportion to the needs and requirements of the work, with the scope and character of their activities, with the view towards all possible economy along this line. Only such a staff, both in the Centre and locally, can be guaranteed all the comforts and advantages which have been provided heretofore. We, of course, will not object against an unfixed staff participating in the work, -but, in subh

a case, the upkeep of such voluntary members must be borne entirely by the Organisations employing them; we shall of course assist in finding suitable dwelling and other accommodations.

SECOND- Close contact and mutual working out of all questions concerning transport, storage and housing facilities, etc. is desirable, in order to be able beforehand to consider all possibilities and prevent unnecessary complications which may lead towards unfulfillment of certain obligations.

THIRD- These principles must be considered in detail by both sides, a corresponding agreement entered into, and proper instructions issued.

As regards foreign aid in reconstructing industry and agriculture, roads, building, etc. of which certain proposals have been made to us, various forms of relief have been suggested: loans for definite needs, consortiums, the sale of agricultural machinery on easy terms, their free distribution, etc. It is evident that the forms of relief and our cooperation will depend upon the character of these proposals. It is difficult to throw light upon all the details of this field of work, -this will have to be regulated by special agreements. But the following must be made the basis of negotiations in this question:

1. The entire work in this direction must be carried out by agreement with our institutions and through them.
2. We must be entitled to equal rights and participation in all cases and forms of relief of this nature as well as in the preparatory work.
3. The general principles which must underlie all forms of Relief and which have been described above must also refer to relief work of reconstruction.

In presenting the above to your attention I am hoping for your prompt and favourable reply both on the general question and on the

separate questions which follow from it; I trust that the basis proposed by us will be entirely acceptable to you in your further successful work, for which I wish to thank you in advance.

Yours very truly,

K. L a n d e r.

ACTING REPRESENTATIVE PLENIPOTENTIARY RSFSR  
WITH ALL FOREIGN RELIEF ORGANISATIONS.

Translation verified by  
M. Bevsner.