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Welfare Services in Assembly Centres

THE REGISTRATION AND IDENTIFICATION OF DISPLACED
UNACCOMPANIED CHILDREN IN ENEMY TERRITORY

I. INTRODUCTION

The registration and identification of displaced children and particularly those unaccompanied, in enemy territory, will present some of the most complex problems which UNRRA will face in working with displaced persons. The whole future of these children is involved in the success or failure of efforts to establish identity and trace families. Time is vital in order that no clues may be lost. No effort is too great to ensure that every child has the opportunity of being restored to his own people and country, and that no child is determined to be stateless or left dependent in enemy territory, whose nationality can possibly be determined and repatriation effected.

Definitions: For purposes of this paper the term "child" means those up to 14 years of age. As between accompanied and unaccompanied children, the definitions as set forth in previous papers, including the Welfare Guide, have been revised and in all cases the following definitions will apply:

1. Displaced Accompanied Children

A child in the immediate care of a parent, relative or adult with legal responsibility. The term "relative" as used here, will normally include only adult relatives of close blood relationships, such as parents, grandparents, brothers or sisters. However, in the absence of close relatives, more distant ones should be considered in making plans for the child.

Legal responsibility for a child, in instances other than parent or near relatives, means responsibility given by a court in proceedings, such as guardianship, custody or adoption.

2. Displaced Unaccompanied Children

a) A child entirely unaccompanied. It is likely that a number of these children will be brought to assembly centres, or other centres for displaced persons, singly or in groups. Such children may be orphaned, lost, abandoned or otherwise temporarily separated from their families. Some, especially younger children, may be completely without identity, either by accident or by deliberate design, on the part of the parent for protection or on the part of the enemy to effect his policies.

b) A child accompanied by an adult who is unrelated, or distantly related, and is without legal responsibility as defined above. The adults in these cases may be of the same or of different nationality from that of the child; may or may not know the child's identity, and will have provided care for varying periods of time.

X-643 - (Children, accompanied)
X-640 - (Children, unaccompanied)

II. WELFARE ASPECTS OF REGISTRATION

Most of the displaced children will probably fall into group 1 above. Registration and plans for repatriation of these children should, in general, present no unusual difficulties distinct from those of the accompanying adults.

The general procedure in registration of displaced persons will need, however, to be supplemented in the case of unaccompanied children, and certain other groups of children. If possible, the Assembly Centre Director should assign to the Welfare Officer the responsibility for registering such children, for obtaining information required in connection with the identification, and for tracing their relatives through channels established for this purpose.

As registration of unaccompanied children is such a vital procedure from the standpoint of the future of these children, it is essential that it be entrusted to persons with knowledge of, and skill in dealing with children. The personnel involved in any aspect of the registration and identification of these children should bear in mind that their primary responsibility is to ensure the well-being of the child, and to safeguard his rights to be returned to his own people and heritage, and the rights of his own family with respect to the child. Every effort must be made to obtain accurate information as quickly as possible to expedite his repatriation and return to his own people.

In the midst of mass operations, there will be pressures on all sides to move the displaced persons along toward their own countries and homes. When under these conditions, the staff is confronted with children whose problems are complex, and involve long term implications, special precautions may be required to combat a natural tendency to acquiesce in what at the moment may seem the simplest way of disposing of the problem without due regard for the rights or future well-being of the child.

In the case of unaccompanied children who may be temporarily cared for by an unrelated adult, without legal responsibility (Group 2b above), strong attachments may have developed and the adult may wish to keep the child. This may in some cases lead to false representations of the relationship or the withholding of complete information. Conflicting claims may be submitted for the same child. While there may be many other similar complexities, these illustrate two types of situations which will be particularly difficult to handle and which call for the services of skilled personnel.

If there is an experienced children's worker on the centre staff, her services should be made available. Where large numbers of unaccompanied children are received or special difficulties are encountered, this should be communicated through area headquarters to the Zone level, where child welfare specialists will be available for consultation or direct assistance. Where the number of children is not large enough to warrant a special children's worker, the Welfare Officer will need to call on the best qualified persons available. The first contact with displaced children, which will probably occur at the place of collection or registration, will have significance for their future well-being and therefore the importance of careful handling at this point cannot be over-emphasized. Although, in general, women may be preferred for this work, in many instances men with an understanding of children may be equally successful in dealing with them. Wherever possible, workers should be assigned with nationality and language factors in mind.

1. Groups Requiring Special Consideration

The following groups of displaced children should be referred to the Welfare Officer upon arrival at the centre:

- (a) Unaccompanied children under 14 years of age
- (b) Unaccompanied young people over 14 years of age where the need for any special service in establishing identity or proving relationships is indicated. 1/

In all instances a child accompanied by an adult who is unrelated, or distantly related, and is without legal responsibility for his care, should be classified as an unaccompanied child. All children in this group should be referred to the Welfare Officer together with the accompanying adult for consultation, in order to obtain a more complete record of the plans for the child's repatriation. This should be done even though the child may have been registered in the regular processes before his status was discovered.

In order to ensure all possible safeguards the Registration Officer should be urged to exercise particular care in ascertaining the correct identification of all children and young people accompanied by an adult, and the relationship of the adult to them. Unless adequate precautions are taken at the time of registration, it will be impossible for families or relatives from whom children have become separated to trace them.

It is to be expected that in some instances adults who have been moved by humanitarian motives to assume responsibility for unaccompanied children and young people may have become attached to them and, fearing separation, may seek to conceal their real identity and represent them as being their own. It is evident that in some cases this will be difficult to discover or may never be discovered. It is also possible that adults may come with children whose identity they do not know. They may have kept the children for some time and may wish to return to their own homes with them. These facts should all be recorded at the time of registration. Special measures may be required to protect them, especially adolescents, from the possibility of exploitation. Adolescents are often considered as having passed the stage where they are a financial burden and, as wage earners, have become an asset to the family. This will be particularly true of adolescents who in war time have had to take responsibilities far beyond the normal expectation for their age. Their earnings will be a substantial addition to family income. Girls may easily become household drudges, boys may similarly be wanted as farm hands or helpers, with no opportunity for education or trade training. Likewise, there will be the danger of exploitation for more sinister purposes, particularly in the case of older girls.

Included in the broad classes of children and young people will be a few whose circumstances require special attention if the child or young person's own best interest is to be safeguarded. These are discussed briefly according to the particular problem presented:

- (i) Doubts re relationship. All situations which raise questions as to the relationship between the child or young person and the adult who accompanies him.

1/ It is recommended that the registration of every unaccompanied young person between the ages of 14 and 18 be made available for review by the Welfare Officer, whose responsibility it will be to see that appropriate arrangements are made for their care and all necessary steps taken in planning for their repatriation, even though it may be neither advisable nor necessary to arrange for these young people to be cared for apart from the persons or groups with which they have been associated.

- (ii) Unwanted children. Children for whom the accompanying adult, whether a relative or other person, no longer wishes to assume responsibility. This may occur in the instance of children of unions between women of United Nations nationalities deported as labourers or political internees and men of enemy nationality; or on the other hand, men of the United Nations nationalities and women of enemy nationalities. The nature of these problems will vary depending on whether or not the parents were married or whether the parent of United Nations nationality wishes to return to his or her own country with the child. In many cases the children may be unwanted. In addition, there may be adults, either related or unrelated to children, who will find the burden of an additional child more than they can carry when facing their own repatriation problems. In instances of this kind UNRRA may assume temporary responsibility for care, and for consulting with the appropriate national authority in order to prevent the child being abandoned or thoughtlessly planned for by those in whose care he is found.
- (iii) Children in enemy homes. Reports may come to the assembly centre from time to time, about the presence of United Nations children in enemy homes. Enemy families may bring such children to the centres or they may be received as a result of any procedures established for locating such children within enemy territory. Whatever the means by which such children are brought to the notice of assembly centre staff, it is important that their existence and whereabouts should at once be made known to the Welfare Officer. Steps should be taken to verify the information given, but, unless the living conditions endanger the children's well being, they should not be removed automatically from the places where they are found until their nationality is established. At that stage, it may be desirable to make other arrangements for the accommodation of the children until their return home is authorised. But this will depend on individual circumstances and what alternative can be offered. It should in any case be borne in mind that temporary uprooting may be quite contrary to the children's interests, and that this should in no case be arranged unless it is definitely established that the child will eventually be cared for outside enemy territory.
- (iv) Young persons. As noted above, the Welfare Officer should be informed of the registration of every unaccompanied young person between the ages of 14 and 18 who has not otherwise been referred. While it may not be advisable or necessary for these young persons to be cared for apart from the persons or groups with which they have been associated, it should be the responsibility of the Welfare Officer to see that appropriate arrangements are made for their care and all necessary steps are taken in planning for their repatriation.

2. Reception Care in Assembly Centres as Related to Registration and Identification

It is suggested that special accommodation be arranged for the reception in the Assembly Centres of unaccompanied children in order to remove them at once from a setting likely to be distracting and disturbing to them. The method of care and accommodation at the time of reception will have significant effects upon the information obtained about a child. Accommodations for reception care are referred to here as a Children's Reception Centre. These centres might be located in dwellings or other suitable buildings available in close proximity to the assembly centres. There should, if possible, be provision for consultation and residential care in the same building.

The facilities for reception care should wherever possible be entirely removed from the general living quarters and from the registration or other offices.

All unaccompanied children should be taken to the Children's Reception Centre as soon as they arrive at the Assembly Centre. Unaccompanied children should generally be accommodated in the Reception Centre for a temporary period pending registration, medical inspection and arrangements for care in other quarters designed especially for the care of these children beyond these first few days, such as a Children's hostel.

Children accompanied by unrelated adults without legal responsibility should remain with the accompanying adult unless this is unsatisfactory from the child's standpoint. Separation in these instances should depend upon the circumstances of the individual case. In all such cases, however, the child and the accompanying adult should be sent to the Children's reception Centre for registration.

III. REGISTRATION PROCEDURE

1. Displaced Persons Registration Record

As indicated in the Welfare Guide (under D Children's Services), the mechanical aspects of registration as contemplated for the general population are not altered, but supplemented in the cases of children. The differences relate to the contact with the child, methods of obtaining information, and the types of information considered significant. Regardless of how little information is available at the first contact with the child, a registration card should be made out immediately, with the name by which the child calls himself or is known, his number and the date of registration. The child should be tagged with the same number and name; the Army are providing special identification tags. A name should never be assigned to a child for registration purposes without stating this fact clearly on the registration card.

The standard procedure for registration of displaced persons as outlined in the Displaced Persons Registration Instructions and in the first supplement to these instructions, are to be supplemented as follows:

- (a) Every child not accompanied by a relative or by an adult with legal responsibility, should be registered as an unaccompanied child.
- (b) In filling out the Registration Record the word "Unaccompanied" should be inserted in the upper left hand corner of the card.
- (c) If the child is unidentified, the words "Unaccompanied - Unidentified" should be similarly inserted.
- (d) Item 1. If the Child's name is unknown, or if he has been given a name by someone other than his own family, the words "real name unknown" should be inserted under Item 1 on the Registration Record, after the name by which he is called.
- (e) Particular attention should be given to obtaining details for the following items:-
 - Item 2. Family name, or name by which child is commonly called if other than the foregoing.
 - Item 5. Claimed nationality.
 - Item 6. Birthdate, birthplace, province, county.
 - Item 10. Full name of father.
 - Item 11. Full maiden name of mother.
 - Item 24. Remarks.

- (f) Under "Remarks" should be listed names and addresses of brothers, sisters and other relatives and data on residence in enemy territory, including names and addresses of persons with whom the child has stayed.

2. Supplementary Record

When registering unaccompanied children and particularly unidentified children, a Supplementary Record will be needed. This record should be used for continuously recording all information that is obtained relating to the child, and pertinent to his identification and the location of his family. It should be borne in mind that this record should be kept on a current and continuing basis. In many instances it may be found impossible or unwise to fill out the child's registration card fully and obtain information for the supplementary record immediately upon arrival. It will be undesirable to begin questioning a child directly at this point, as he is unlikely to be responsible until becoming more accustomed to the new surroundings, and gaining a feeling of confidence in the people who care for him. Much of the information for the Supplementary Record may be gained more gradually.

The Supplementary Record should be kept with the child's Registration Record. It should be made out in duplicate, one copy to be retained at the centre, the duplicate to be sent to the central registration file as described below.

3. Suggestions for Content of Supplementary Record

- a. Child's name, as he gives it, and variations
- b. Birth place
- c. Birth date
- d. Detailed physical description (obtained from medical report)
- e. Listing and description of clothing and possessions
- f. Record of documents or papers, especially birth certificate
- g. Photographs
- h. Names of relatives, teachers, friends, any persons connected with the child's past experience
- i. Notation of plans suggested for the child, and names of interested persons in the assembly centre and elsewhere.
- j. Any other information that might possibly lead to identification of the child, location of relations and plans for his future. (See Section V below for specific suggestions).

In view of the fact that several different languages may be involved, and translation of records may be necessary, the need for simplicity and clarity in all records should be remembered.

The safeguarding of confidential information poses difficult questions in an organisation of an emergency nature and one in which there will be little opportunity for direct working relationships with welfare agencies in the various countries. No factors likely to handicap a child or subject him to discrimination should be recorded unless they are specially essential for identification or repatriation. Ways must be found of bringing confidential facts to the attention of persons who need to know them, without making them part of a general record which may be read by persons legitimately concerned with plans for the child but who may interpret facts in ways not intended by the person writing the record. The caution cannot be too strongly urged that facts likely to have difficult implications for the child should be carefully phrased, and deleted when no longer vital for identification purposes:

4. Central Registration File: Section for Unaccompanied Children

In the central registration file (for the second copy of the Displaced Persons Registration Record), the cards of unaccompanied children should either be specially marked or filed in a special section; the latter would probably prove to be the most satisfactory arrangement.

Though the central registration file (at present at SHAEF H.Q.) will be of the greatest assistance in planning services and care, its main purpose is to expedite the clearance of enquiries and tracing of relatives. It will be linked with the various National Tracing Bureaux and with the International Tracing Office (the International Red Cross at Geneva).

It is confidently anticipated that a special unit will be set up to scrutinise the information contained in the central registration file, and to take active steps with regard to identification and tracing on behalf of certain groups of displaced persons, of whom unaccompanied children will be one of the most outstanding.

5. Identification Tag

Every child should be tagged with his identification at once. If the child is unidentified at the time of reception, he should be tagged with the registration number and possibly the name by which he calls himself.

6. Registration of Births

The Welfare Officer should be notified of all births in the Assembly Centre and should co-operate with the health and registration officers to ensure that all information is entered on the registration card that will be required for official registration of the birth, upon return to the mother's country. The details of the information required are enumerated in the Welfare Guide.

A note should be made in the "Remarks" space of the registration record card, stating "This card does not in itself constitute a valid certificate of birth".

The Registration Record Card for a child born in a centre should be prepared in triplicate, the original copy to be given to the parents of the child. The remaining two copies should be handled in the same way as for other displaced persons.

IV. SOURCES AND METHODS OF OBTAINING INFORMATION

While it is imperative to obtain information as to the child's identity as quickly as possible, direct questioning, particularly at the time of the child's arrival in new surroundings, is unlikely to bring forth the necessary information and may result in incorrect information being recorded or even thwart later efforts. Reliance must be had on a gradual and indirect approach to the child and on sources other than the child.

Complete details should be obtained as quickly as possible and recorded regularly as received. The child's name as he gives it should be carefully recorded, as well as other names by which he is known.

A large and busy registration office is not the setting in which information can be satisfactorily obtained from Children. They need to feel at ease and unrushed. Likewise, accompanying adults will give information more freely in a private and unhurried interview. The Children's Reception Centre should provide such facilities. If there is no Children's Centre, a separate room should be secured for interviews - if necessary a room in a private house.

1. Information from Accompanying Adults and Other Displaced Persons

If a child is brought to the Assembly Centre by an adult, that person may be able to identify him. If not, he will without doubt, have some information; at least, where the child was found, or how he came into the adult's care; how long he has been with the adult; perhaps where he was previously cared for, and how long he has been separated from his family. The child's family and the adults may have friends in common. The names of towns, schools, teachers, churches, pastors or priests, doctors, neighbours, tradesmen, public officials, all may be important links. Informants will not always recognise them as such and suggestive questioning will need to be done.

Displaced persons who have been in the same vicinity where a child is found may be able to give information.

2. Clothing, Personal Possessions, Papers

The clothing worn and any other possessions the child brings with him, may give important clues. Any clothing taken from the child should be sterilized, marked and kept. Description of clothing should be entered on the supplementary record. Personal possessions of any kind should likewise be itemised. The importance of papers, birth certificates and letters are self-evident, but accompanying adults, busy with their own concerns may need to be reminded and asked for them.

3. Photographs

Photographs brought with the child are invaluable. These should be reproduced if possible and safeguarded, but should not be taken away from an unaccompanied child if he clings to them. If copies are made they should be attached to each copy of the registration card form and extras kept on hand in the child's file. Every unaccompanied child should be photographed as quickly as possible; and copies should be attached to each copy of the registration card and extras kept in the supplementary record.

4. Physical Examination

Complete physical examination should be made by the medical officer who should fill up the special medical record. The Health Division is preparing a form which will contain details of physical description, such as sex, age, height, complexion, etc. The Welfare Officer should see that this form is filled out by the Assembly Centre Health Officer, or other examining physician. The content of the form has not been finally agreed upon but it should be available in the near future. It should be filled out only by a physician; the responsibility of the Welfare Officer is to see that a physical identification examination is made and a record fully filled out for every unaccompanied child. It is contemplated that this same form will be sent to national tracing bureaux to be filled out by parents or other initiating enquiries.

5. Information Given by the Child

As for information which may be obtained from the child, the approach will vary with the age, circumstances and emotional state of the child. With younger children, the less obvious the attempt to get information, the more successful is the response likely to be. It is of first importance to make the child physically comfortable as quickly as possible, and to give him individual care and attention in such a way as to allay fear and anxiety. It is most important to create the environment that gives a sense of safety and security, and will therefore be conducive to gaining the child's confidence.

In dealing with unaccompanied children in the lower age groups the fact must be faced that it will be very difficult in the majority of cases to obtain at once the necessary information for identification, to determine parents' names and nationalities, to know whether the parents are alive or where they are. Those over 5 or 6 years of age may be able to give enough of the particulars shown on the registration record to enable them to be ultimately identified. On the other hand, they may not know the full name of their parents, particularly if they have been separated from them for two or three years. Similarly they may not know the country of their origin, or the town or village in which they lived. It is possible that children up to 8 or 9 may not be able to give accurate information, depending upon the period of time they may have been away from their homes and the experiences endured in the immediate past. All information, however fragmentary, should be recorded and continuously supplemented. Tracing of potential sources should begin at once, since every day of delay may make a difference.

As stated above, an important factor in obtaining information from children is to gain their confidence, and this is most effectively done through close personal attachment to an adult who gives daily care and affection. For this reason unaccompanied children might best be kept in small reception centres for the first few days or weeks. This will allow for close individual attention and more continuous observation. The staff of the centre or hostel should be carefully selected and instructed in the kind of information they should be alert to pick up and in methods of getting information indirectly from children during the normal routine of daily life. All persons in daily contact with the children should be constantly alert to their conversations with other children during play, at meals or other activities.

Usually children will communicate more readily with each other than with adults. If the staff will enlist the co-operation of the older children in getting information it may be most productive and will also give the children a fine sense of responsibility. Names of persons or places mentioned by the child should be jotted down, if possible, together with the circumstances under which they were made. Talking with the child in the course of meals, at bed time, or during other enjoyable activities is likely to stimulate memories. The use of languages the child may be thought to recognise, and commonly used words (such as milk, foods, mother, father, brother, sister); games or toys are likely to bring out association responses. Telling the most common children's stories of different countries and singing songs likely to have been familiar in the country of the child's origin may be helpful. Observation of free play, particularly imaginative and dramatic play and drawings, will be very revealing. The help of a specialist may be needed in interpreting their significance, the important factor for those living with the child is to write down and keep anything which may remotely be thought to have significance.

In the case of children of school age, any facts given about school or teachers will be helpful. Often children may remember a teacher's name or that of a priest, a shop or storekeeper, brother or sisters or friends, though they have forgotten the name of the parent or will only answer that the parent's name is "mother", or some such familiar designation.

Older children may be resistant to giving information. They may feel themselves to be the victims of persecution for racial or other reasons; they may have witnessed violence against their relatives and friends and experienced some of it themselves. They will tend, in consequence, to be frightened and distrustful, and to withhold information or deliberately to give false or misleading information. Here, as with the younger children,

the process of gaining their confidence will be a gradual one. Their co-operation will be gained to the extent that they are convinced that their hopes and plans are taken into account and that their individual interest is our concern. With older boys or girls a business-like atmosphere in the interviewing room will lend confidence, but preoccupation with forms and papers they do not understand will lend to mistrust: they cannot be treated as little children, nor can they be expected to assume adult responsibility.

Language will often be a difficult barrier. If the child's nationality is known, he should be placed in the immediate care of someone who speaks his own language. This will probably be possible whenever there is a group of children of like nationality. The only alternative will be to arrange as close and frequent contact as possible with an older child or adult who does speak his language, and who will be alert to any revealing information the child may divulge. It should be borne in mind, however, that most children young enough to be unidentified and old enough to talk will probably speak German. Some may speak or know a few words of a second language.

V. TRACING RELATIVES

Immediate steps should be taken through established channels, for tracing families and relatives. It is the Welfare Officer's responsibility to initiate procedures promptly, send forward to the appropriate office all information which may assist in the tracing process, and check from time to time on the results of investigation. The Welfare Officer who is in possession of all information about the child which it has been possible to obtain in the Assembly Centre will be in a position to suggest sources to be traced. In addition to the investigation of specific clues such as names of persons, etc., use should be made of sources such as social insurance, employment, school and police records in enemy territory and the child's own country.

As some children may have parents and relatives going through the Assembly Centres a careful check should be made continuously through the central registration office. Enquiries about children should likewise be checked by the Welfare Officer with the Central Registration File so that no opportunity for identification which is available in the record system itself, will be overlooked.

In the case of persons who seek information about a child or wish to initiate a search for a child last known to be within enemy territory, the necessary information should be obtained, including the filling up of a medical examination form (referred to above). This information should be forwarded to the Central Registration file, where it should be checked against the Unaccompanied Children file.

Upon termination of UNRRA responsibility for displaced persons in enemy territory, all files of this nature should be transferred to the appropriate international agency concerned with tracing services.

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SPECIAL NEEDS OF WOMEN AND GIRLS DURING REPATRIATION AND REHABILITATION

A Report prepared for the Welfare Division of the European Regional Office of U.N.R.R.A. by an International Working Party of Social Workers, Psychiatric Social Workers, Doctors and Psychiatrist.

June 1945

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History of the Report

A Working Party was appointed on September 1st 1944 as a consultative body to assist the Welfare Division of the European Regional Office of UNRRA. Its task was "to suggest services to meet the special needs of women and girls" during repatriation and rehabilitation.

The conditions under which women and girls from occupied countries were recruited or deported to Germany and some general principles for the development of services to meet their needs after liberation, especially in the initial organization of Assembly Centres, were the first subjects of study by this Working Party and its conclusions were submitted in an interim report dated January 8th 1945.

During this study the Working Party had become convinced that, as a result of their experiences many women would be found to be suffering, in some degree, from physical and psychological disorders. Because of their conviction of the importance of recognising, understanding and dealing with these problems the Working Party continued their investigations. The present report, therefore, recapitulates the substance of the Interim Report and in addition deals with some particular problems of rehabilitation. Throughout the report, certain suggestions are made on the manner of approach to the problems it is anticipated will be met.

Much of this report was written before liberation on the basis of information and official reports submitted to the Group by its Continued representatives. The information contained therein has subsequently been found substantially correct in general and in detail.

The following persons at one time or another have been connected with this Working Party:-

Miss R. W. Addis	- Provisional National Council for Mental Health, U.K.
Miss M. Branscombe	- Welfare Division, UNRRA
Miss M. Bradford	- " " "
Dr. Coigny	- Health Division, UNRRA
Mdme Eledsinska	- Polish Ministry of Social Welfare
Mr. O. Englander	- Czech Ministry of Social Welfare
Mdme Grabinska	- Polish Red Cross
Miss L. Harford	- National Council of Social Service, N.Y.
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Miss K. Stewart	- The British Council, U.K.
Mdme Weil	- French P.D.R.
Miss F. Wilson	- Society of Friends International Relief Work
Dr. Zakrzewska	- Polish Ministry of Social Welfare

The following persons have addressed and submitted papers to the Working Party:

Miss Ann Dacie	- British Red Cross, U.K.
Mrs. Glen-Owen	- Assn. of Occupational Therapists, U.K.
Mdme. Mickatowski	- Polish Red Cross
Col. Emmanuel Miller	- Psychiatrist, U.K.

I. GENERAL BACKGROUND

1. Numbers, Ages, Nationalities, Occupations

The estimates of numbers of women and girls displaced in Germany at any time have been only rough approximations. The British Ministry of Economic Welfare reported an estimated total of 1,400,000 in June 1944. It was generally estimated that women and girls would constitute 20 to 25% of displaced persons to be repatriated from Germany. Nationalities would include Russian and Polish women in the largest number, French women in the next largest group, Belgians, Czechoslovaks, Yugoslavs, Dutch, Danes, Luxembourgers and Greeks. There were also said to be some women of Bulgarian, Hungarian and other nationalities. The great majority of those recruited or conscripted for labour were from 20 to 35 years of age - the most work-productive group. There was, nevertheless, an extreme variation in age groups, from some countries particularly. Instances of deportation of children as young as 10 and women up to 70 were reported. No age limits were observed among political and racial deportees. A high proportion of women workers, particularly Poles and Russians, were employed in agriculture and domestic service. The remainder were in practically every branch of trade and industry including the heaviest maintenance, road building and construction work.

2. Recruitment

Early recruitment efforts in Western Europe and some other countries were on a volunteer basis with enticements of high wages, good working conditions or promise of reunion with prisoner-of-war husbands - promises which were not always fulfilled. Other "persuasive" measures soon proved necessary though the semblance of volunteer recruiting was retained. Later, conscription was applied in most of the occupied countries with variations in severity and age groups affected. In some territories (as in Poland) round up by force was frequently employed, gathering up all and sundry within the military cordon and taking them away without the opportunity of communication with their families. Very young girls and mere children in school were among those taken away by such violence.

3. Living and Working Conditions

Except for those employed in domestic or agricultural work, the majority of women workers lived in labour camps, frequently grouped by nationality but with many exceptions. Many individual reports referred to camps with mixed nationalities and both sexes housed together with a lack of amenities or personal privacy. Some reports revealed better living conditions and standards than others; they varied according to local administration. Many also described the degrading experiences inflicted upon women and girls in some of these camps as a part of the German policy of attempting to bring about a disintegration of social and moral standards among both men and women. Though this policy may have met with some success in certain cases, the great weight of the evidence demonstrates the remarkable degree to which people retained their personal integrity and spirit.

Among those living in the community outside the labour camps there was perhaps an even greater variation in living conditions, ranging from relatively decent billets by themselves or with employers, to the sheds and stables which were the lot of Polish women workers who were not permitted (by official German regulations) to sleep under the same roof or eat at the same table as the employer's family. The treatment of agricultural and domestic workers reflected to a great degree the humanity or inhumanity of the individual employer. In one respect the agricultural woman worker was sometimes more fortunate than her fellow workers in industry in that she

received a more generous food allowance; but other country workers, less fortunate in their employers, must have lived in a bitter isolation with little redress for individual abuse.

Foreign women in Germany worked long hours (officially 56 hours a week) at heavy and exacting tasks. They received only 75-80% of men's wages for the same work and most of them were in the less skilled types of employment with lower rates of payment. In another respect foreign workers suffered an important disadvantage in comparison with German workers - they were not permitted a clothing ration. While certain work clothes were sometimes issued, these remained the property of the employer, and the problem of replacement of personal clothing became eventually an issue of major importance to all foreign workers.

According to official regulations, certain foreign women workers were entitled to the same protection and social insurance benefits as the German women workers but it would appear from many reports of individual experience that the authority to interpret or modify important regulations was frequently left to the local German administration and discrepancies between official policy and actual practice were common. Official regulations and policies affecting particular groups were frequently altered, but generally Polish and Russian women workers were denied practically all protective measures. Young Polish girls, from 12 to 18 years, were equally unprotected as to the conditions of their labour. Jewish women of all nationalities and other groups in smaller numbers from various countries have borne the utmost brutality.

Some women went voluntarily to Germany, and perhaps not unwillingly; and some went with their husbands and families, maintaining the normal family unit intact. Some also belonged to relatively privileged groups among the foreign workers and the value of their services or other considerations won them relatively better treatment. These factors cannot be discounted although it is known that disillusionment quickly followed for most of those who had been attracted to Germany by glamorous advertising and false promises.

In summary, the problem might be interpreted in the following general terms:

Foreign women workers and prisoners in Germany were classified in innumerable and constantly changing categories with unequal privileges, protection and status. The most privileged enjoyed a status equal in theory, though rarely in practice, to that of the German woman worker; those at the other end of the scale were brutally maltreated and enslaved. But although applied in different forms and in varying degree to different groups, one common principle was apparent in the treatment of most foreign workers by the Germans - their personal dignity, ideals, social standards and traditions were violated and insulted. Women and young girls shared without mitigation the treatment accorded to male prisoners and workers, and, in addition, some special indignities seem to have been reserved for them. Young girls were left without proper protection and guidance. Women and girls of all ages were subjected to personal indignities and some were forced into a life of degradation. Many others were witnesses of violence and the degradation of their fellow workers. The economic and other inequalities between groups of foreign workers, the demoralising conditions under which they were forced to live, their isolation from families and home influences, and the severe deprivations suffered by many, were all aimed at breaking down social standards among both men and women, particularly in the less privileged groups.

In the attacks made upon the personal dignity of both men and women, every human weakness was exploited and every effort made to demoralize and degrade both the individual and the relations with one another of men and women and young persons. Conditions such as the following were reported in some of the labour camps in Germany.

Mixed housing with no separation or privacy allowing free access of men and women to each other's huts. No discrimination in the selection of groups housed together, e.g. criminals of all types and political prisoners were often mixed. The parading of women in the nude on various pretexts was ordered by the German guards - particularly amongst the women political prisoners. In the male camps brothels were established for the German guards and some of the "privileged" workers, i.e. deported workers who were selected by the Germans to guard or do special jobs in the Camp; deported women, particularly political prisoners, were supplied to these brothels. A system of exhaustingly long hours of work, and of periods of enforced idleness interrupted by periods of hustling was a common practice. Not even in the better camps has there been any evidence of the provision of recreational facilities.

4. Special Groups

a) Women in Concentration Camps

Many thousands of women and girls of all ages were sent to concentration camps as political or racial deportees. Conditions in these camps are now beginning to come to light. Women have shared with male prisoners all the infamous brutalities of these camps and most of those who have survived will be in need of special attention and treatment of long duration.

b) Women forced into a life of degradation

During five years of German occupation many women and girls were taken from the occupied countries for the purpose of a compulsory life of degradation in German brothels both in Germany and in the occupied countries. From the groups of women deported for forced work, particularly good-looking girls were frequently picked for this same purpose. In addition, women and girls working in factories or on farms were frequently compelled to go into German brothels in the evening; or German soldiers were given free access to the women's sleeping quarters in the labour camps.

It should be borne in mind that it may be necessary to search all German brothels with a view to discovering women and girls of non-German nationality who may be in need of help and repatriation.

All these women and young girls will need to have available to them the most skilled help procurable of doctors, social workers and psychiatrists and will obviously require special plans for repatriation embracing varying periods of protection, re-training and care. Women and girls driven by brutality, starvation, and the conditions of life imposed upon them, into a life of degradation in Germany should be carefully distinguished from the professional prostitutes who were recruited as such from occupied countries and went voluntarily to Germany to continue in prostitution.

c) Women with young children

Where women have had children - sometimes unwanted - born to them in or subsequent to leaving Germany, and as a result of conditions referred to above it is hoped that they will be allowed to decide for themselves whether they wish to keep the children. If they do, all necessary help should be given to them; if not adequate arrangements should be made for the child's care.

d) Young girls 13-14

As a result of their experiences, many young girls will have matured far beyond their age; this will be manifested particularly in their personal behaviour and outlook. These young girls will require very skilled advice and handling, and they should be referred to the help of specially skilled social workers who have had experience in dealing with this type of problem.

II. ASSEMBLY AND REPATRIATION CENTRES

1. The Crisis of Liberation

All foreign women in Germany are faced, on liberation, with a tremendous crisis:- the fact and implications of liberation and of repatriation; the varying receptions which will await them in their home countries; the prospects of reunion with their families - or the fears in many cases that this may never be possible; and the readjustment from the abnormal life of their enslavement to the normal life of their home communities. The Centre, whether it be for the transients who will soon be on their way home or for those who are stateless or whose repatriation must be delayed, can do something worthwhile to initiate the process of rehabilitation among women and girls.

Everything should be done to reduce "red tape" and provide a friendly individual welcome. From the first moment of reception the individual should be provided with the most sympathetic atmosphere and methods of approach; even though what can be done to help may be limited by the facilities available and the problem of dealing with large masses of people under conditions of great pressure and urgency. An urgent need will be to develop personal initiative and a sense of responsibility as soon as possible; to overcome apathetic attitudes; and to create conditions which will encourage residents of the centre to establish satisfactory standards of behaviour and community life.

2. Some general suggestions

There will obviously be a great difference between what can be done for those who only stay in the Centre a short time, and those who remain for some weeks, or even months, but certain principles will apply for all. The immediate interests of the women should be the starting point in planning activities for them. A thread running through all plans should be to give opportunities for service, and to distract the mind from anxiety and brooding. The inhabitants of the Centre may at first be passive recipients of what is provided. The aim of the Administration must be to make them increasingly active participants in the organisation and services.

a) Group Co-operation

No group of people can be cared for satisfactorily without the co-operation of its members. To win their confidence and good will, those in authority must see that all arrangements are for the welfare of the group and are carried out humanely and with understanding of individual needs. In addition, members of the group must be persuaded of the reasonableness and justice of the rules and routine. Representatives, if possible chosen by the group, should help to form these regulations as well as to see they

are carried out; their sharing of responsibility with the authorities will serve to prevent resistance or antagonism.

Women's participation in self-government activities will be of great value to them. In addition to the necessary administrative or other functional committees in the Centre it is recommended that a women's committee should be formed to take up matters that are of particular interest to the welfare of women and girls. This committee might concern itself for example, with such subjects as child welfare, special facilities needed for women, including nursing and expectant mothers, arrangements and supervision of quarters for women and girls, and special activities or occupational interests that are not dealt with by other groups. Such a committee could be of distinct value also in the health programme and to the information service in the Centre. If the women residents are unable to elect a committee immediately, a provisional committee might be set up for a definitely limited period after which the representatives would be chosen by the women themselves. Emphasis upon the committee as a group rather than upon individual leaders is recommended.

b) Information Service

To keep people informed of what is going on and to give them information will be of great value.

An Information Leaflet, in different languages, giving particulars of the organisation of the Centre would be useful.

The Health section should if possible include in a leaflet, information as to the location of the infirmary, outpatient services for patients' needing first aid, regular clinic hours for men, women and children, and in addition some remarks along the following lines addressed to all residents:

"The medical examination is for your protection as well as for the protection of others. Where people have had to live in large groups and travel long distances, there is danger of their picking up diseases. If you help us by co-operating in this examination and answering any necessary questions, we can help you to be sure about your own health and to safe-guard the community. Any information received confidentially from you will be treated as such, and will not be divulged to any person or organisation without your consent.

Each person is medically inspected upon entering the Assembly Area and those that are found to be sick will be given the necessary treatment. Many of you may have been exposed to infections such as tuberculosis, skin diseases, malaria, venereal diseases, parasites, etc., and will want advice on these subjects and the Medical Officer or the Welfare Officer will arrange for a special examination, if desired. Medical treatment for any complaint need not necessarily delay repatriation."

Information concerning venereal diseases should be included in the medical information leaflet as part of the general educational matter on the subject of infectious diseases. Other health educational opportunities might be offered through the camp newspaper, health talks, films and broadcasting.

Information as to facilities for religious worship and ministration should be made available.

c) Tracing Bureaux and Postal Service

There will be great anxiety about lost friends and relatives and everything should be done to make known the services for tracing and contacting people.

d) Personal Problems and Counselling Service

Where skilled aid is available, help should be given with personal problems of the displaced persons. This will require understanding, time and experience; sympathy and encouragement for the individual, with any necessary adjustments in the demands of the community on those who are handicapped or have particular needs. This should be part of the functions of the Welfare Worker, who must treat all persons as individuals with courtesy, understanding and respect, and learn to listen and observe.

A psychiatric team, consisting of fully qualified psychiatrists, educational psychologist and psychiatric social workers is most essential for dealing with personal problems. It should be open to the Welfare worker to refer to the team individual cases of difficulty or to consult them about general questions affecting personal adjustments in the groups. Skilled advice on living conditions, leisure activities and arrangement of groups might greatly assist in making each Centre, whatever its make-up and local situation, a real centre of rehabilitation. General advice from afar cannot cover all points that may arise, investigation and advice from a psychiatric team on the spot would do much to ease the responsibilities of those in charge.

e) Work and Occupation

Any work should if possible be done in groups and with a definite goal. Employment may help to relieve and minimise delinquency. Payment for work is desirable, and at rates not unfavourable to the workers. It is interesting to note that the Yugoslavs in the Middle East Camps indignantly refused pay on the grounds that "we are all working freely for a common cause".

In addition to routine domestic duties for which all will share responsibility, occupation should be provided for as many of the women as possible in the camp services and administration. The canteen store, hospital, nursery, school, and food preparation are among the activities which should offer opportunities for the employment of women. Shifts should be short to maintain interest and to give some occupation to as many as possible.

Women's response to regimented life is much less favourable than men's. Opportunities should be provided to awaken and satisfy their natural home-making instincts. In arrangements for housing, the preparation and serving of food and occupational activities it may be possible to find many useful outlets for women's domestic interests which will have an important rehabilitative effect.

Some women find satisfaction in doing something practical with their hands that does not require too much creative thought. This is particularly the case when they are in a state of tension. Some simple handicrafts could be encouraged - using whatever scrap materials are available. Slippers, belts, handbags, and other personal accessories suggest themselves as articles likely to arouse popular interest. They can repair their own and other people's clothes, make articles for their own and other people's use, and make simple gifts to take home.

On the subject of occupational interests, it should be stressed that a real job with responsibility well within the capacity of the individual concerned, is an important step in rehabilitation.

f) Leisure-time activities

Group activities and group affiliation will be important in the rehabilitation process. It will be important to be sensitive to the folk-lore of those who are being helped and to recognise as many national and cultural needs as possible by the formation of national cultural and traditional groups i.e. dancing, singing, acting, games, workshops, etc. In this way the displaced persons will be made to feel on the way back to a secure and familiar society.

When individual responsibilities for cleaning and tidying of quarters are discharged and the hours for meals and occupation are allotted, there will still be many idle hours in the Assembly Centre for which practical recreational interests will be needed. Among the recreative occupations which suggest themselves are:- A library; camp newspaper; factual talks on what is happening in the world; films; classes on health, nutrition, child care, hygiene; music; chess and other indoor games; making improvised national dress for national dances; etc.

g) Camp accommodation and services

Good sleeping accommodation together with sufficient privacy and adequate washing facilities allowing as much privacy as possible is important. Facilities should be provided for displaced persons to be alone or quiet, as many will need opportunities for solitude after the long years of being herded together.

The women's quarters in Centres should provide as much individual and group privacy as facilities permit, with every incentive to personal cleanliness and interest in personal appearance. In localities where most undesirable conditions have prevailed in labour camps a new environment, even if primitive, will make a big difference to the women. Housing should also be arranged according to nationality if that is possible, and with all possible consideration for the compatibility of groups housed together. Families should be kept together.

Many women will have had little or no opportunity for several years to look after their clothes or personal appearance. An improvised hair-dressing room, a work-room provided with sewing equipment, a washroom (for hair and clothes) will be invaluable.

In the first procedures of cleansing and medical inspection, the women should have as much privacy and personal consideration as possible. The aid of women attendants should be secured.

h) Food

Food is probably the most important factor influencing the welfare of distressed people from the point of view of both morale and nutrition. Men and women are equally concerned in its consumption; in its preparation women have a special interest which should be cultivated as much as possible.

The Catering Committee might consider national habits in relation to the preparation of food.

i) Clothing and Personal Appearance

The severe clothing shortage from which all foreign workers have suffered will make the procuring of new clothes a subject of the most intense interest. Wherever possible, attention should be paid to personal and national tastes in this matter. The possession of some decent and pleasant clothes, after this long period of deprivation, will make a considerable difference to individual happiness and behaviour in the Centre. The women should be encouraged in their natural desire to clothe themselves as decently and attractively as possible.

To help women back to a normal state of mind the provision of suitable clothes, of "Mend and Make-do" facilities will be most important. Facilities to make a presentable appearance is a great help to assurance and self-respect and provision of a Beauty Parlour and means for cleaning clothes will be invaluable. Welfare workers should try and call out each woman's talents, so far as possible both for helping themselves and others; and should take notice and admire the results wherever possible.

A canteen store should provide personal and incidental articles such as make-up, toothbrushes, hair nets, etc. The greater the variety of such articles which can be offered for sale at the store, the better.

j) Interpreters

In the case of women interpreters, great care should be taken to select women who can command the confidence and respect of the other women. This will be particularly important in view of the invidious position in which so many foreign women have been placed in Germany. The same will apply to other women assistants secured for various welfare activities.

k) Individual Cases

Because of the previous life they have been forced to live some people may be the cause of trouble in the Centre and others may require special protection. Such persons should not be set apart from the life of the community unless they require special medical care. Any form of segregation that would stigmatize them or discriminate between different classes who have undergone these experiences would be disastrous.

III. INDIVIDUAL PHYSICAL AND PSYCHOLOGICAL PROBLEMS

1. Background to the Problem

The Assembly Centres and Repatriation groups will consist of a heterogeneous collection of people, many of whom in varying degrees and for varying periods, have been insulted and degraded. Most of them have been physically, mentally and spiritually starved; they will have been removed from their families, their friends, their cultural, religious and traditional background; and frequently they will have lacked food and the other necessities of life and will have lost all sense of security. Many will suffer from a variety of disorders, but there will be one common factor, the mental reaction - which will be of paramount importance. This aspect will have to be kept very much in mind throughout every effort for rehabilitation.

Most people will have managed during this period of distress to retain their own integrity; but it is inevitable that many will have deteriorated, even if only temporarily. Rehabilitation it must be remembered is not a process of complete rebuilding without regard to the previous existing structure; a personality, however disintegrated will still retain much of its former social and cultural outlook and this must always be taken into account. With many, their reaction to what they have endured in the past is likely to be one of resentment against authority of any sort - which may show itself in an aggressiveness or a supine attitude of waiting for everything to be done and complaint that not enough has been done. This reaction will almost certainly be aggravated by the disappointment of detention in an Assembly or other Centre instead of being allowed immediately to proceed home. Many will be ill, others so worn out that it will be difficult to differentiate between the ill and the well, and all will need the attention of workers who will only be able to perform a fraction of what is needed to restore them to a stable mental state, to a feeling of security, self-reliance and responsibility.

The Welfare Worker will, therefore, be faced with problems of great magnitude and complexity and their powers of helping will depend in large measure on their own powers of understanding, with imagination and sympathy, the reaction of the refugees themselves to their position and to the experiences they have been through.

2. Some conditions that cause Psychological Reactions Hunger and/or Wrong Diet Most fundamental and widespread will be the reaction to hunger and the effects on mind and body resulting from undernourishment and long periods of wrong foods. These conditions produce various degrees and kinds of mental disturbances such as: quarrelsomeness and profound suspicion; mental confusion or hallucinations; complete apathy; and sometimes violence.

Dirt over a long period frequently results in a complete lack of self-respect; other persons who have endured such conditions will often go to great lengths to obtain a bar of soap.

Prolonged humiliation and attacks on human dignity. It is interesting to note that in the Spanish camps people showed no signs of humiliation but rather a lack of balance which took the form of mutual recrimination; this soon disappeared when the Spaniards were able to resume their struggle by joining the French Forces in this country. This reaction will certainly be met with and will take the form of mutual distrust and even of hatred and violence. In certain circumstances, such as delayed repatriation the Welfare Worker might well become the butt of such a reaction. Another typical symptom will be an apparent lack of gratitude and a tendency to grumble.

Separation from Family. Separation from close relatives and the lack of news about them will make many people desperate.

Separation from normal cultural and religious background. The uprooting of persons from their familiar surroundings is unsettling and adds to the general feeling of insecurity and causes varying disturbing reactions.

Insecure backgrounds. Where change, loss and suffering make a person lose a sense of security, all sorts of behaviour disorders may appear. It has been observed that sex delinquency is sometimes prevalent amongst people reduced to either want or misery. As a more stable, secure and regulated life is established, such manifestations should be reduced.

Ruthless organisation and Persecution. Long experience with Nazi authorities will make many displaced persons nervous of any form of organisation, even a friendly one, and workers will meet often with a non-cooperative and even a hostile attitude. A continuation of the distrust they have long experienced will be common among displaced persons.

Enforced Idleness or Forced Work. Enforced idleness during the war years, or forced work for a hated master will also contribute to an abnormal state.

Deprivation of goods. It will often be found that people who have suffered deprivation over a long period will do anything to acquire goods they want. They will lie freely, steal and even resort to violence. At first they will be grateful for what they are given but often become dissatisfied and resentful, and however much they receive will not be content.

Delay in going home. However good the reasons for delay in going home, considerable resentment may be felt towards the authorities unless care is taken to explain the reasons and win co-operation by giving as much responsibility as possible to the displaced persons themselves. If their own representatives prepare lists and share in moving the necessary machinery for repatriation, they can spread confidence in the justice and reasonableness of the arrangements.

3. Some Physical, and Psychological Manifestations, and Suggested Methods of Handling

a) Welfare Officers Liaison with Medical Officer

A medical examination of all those arriving at the Camp will be a first and urgent necessity in order to sort out those who are seriously ill in mind or body and for whom medical treatment is the first essential, from those who (at first sight at any rate) require only food, rest and human understanding to restore them to health. However good the medical personnel, this examination will have to be a hasty one, and only the acutely mentally ill and those suffering from gross diseases and infection will be detected, receive medical treatment and be transferred to proper care. Clinical conditions that may at first be considered temporary and due to painful experiences or to the excitement of release and slighter troubles - physical and psychological - which later on may well have serious consequences, may escape notice or only gradually become apparent.

It is therefore most important that Welfare Workers should act as an ancillary service to the Medical, and should be on the alert to notice abnormal physical and psychological signs, should understand their significance and how closely the two are interwoven. They should not only be able to report danger signals to the Medical Officer but be able to act so as to be of maximum help.

Bodily symptoms for which no adequate physical cause may be found may prove to derive from psychological causes. Similarly some psychological symptoms may have physiological causes. The following are some manifestations which should be watched for.

b) General observations on Symptoms of Physical Origin

The state of ears, eyes, mouth and skin is a matter of importance and may be an indication of need for medical attention. Welfare Workers should be on the alert for complaints of earache and of discharging ears, of eye strain and of abnormal colour of the whites of eyes, of sore throats, of bad condition of teeth and gums and of general unhealthy pallor with bloodless lips and lack of colour when lower eyelid is pulled down and of general condition of skin.

c) General Observations in handling of symptoms of Psychological origin.

Where symptoms are of psychological origin, attempts should be made to turn the patient's attention away from the signs of illness towards bettering her general condition. Improving her personal relationships and increasing her self-confidence through finding that there are things which she can do well, may help her more than mere physical care. As she becomes better adjusted, her symptoms of illness may disappear.

She should not be left to feel, however, that these physical symptoms are neglected. The reassurance she needs may perforce include dealing with her physical complaints, but her recovery depends on much more than this. Any measure which improves her health should help her, but treatment should not stop there. For instance rest is important for the anxious person, but it should be combined with appropriate activity and efforts to help in her adjustment which will relieve her anxiety. It is useless to tell the patient that she is suffering from "just nerves" and must carry on like the others. It is because of her inability to meet the demands life makes on her at present that she has broken down in this way. To decrease her self-confidence further by emphasising her failure when she does not know how to overcome it, is to make matters worse.

Only a doctor can make a definite diagnosis, but where he is able to say to the patient "your faintness, your headache, or your tremors are characteristic of nervous shock which we know how to treat" - the Welfare Worker will have confidence to carry on by giving encouragement and providing a favourable environment. This positive reassurance is more valuable than a mere negative statement that no physical cause can be found. Her symptoms must be thoroughly examined so that she has confidence that no bodily cause has been overlooked. Then she needs sympathetic and wise handling along the difficult road of recovery.

d) Symptoms of Specific Health Conditions

Fainting Medical attention should be given at once to any person who has fainted, but it is not necessarily serious and may be of a nervous origin. After the patient has been helped to recover by lying down or putting her head between her knees and given space and air, she should be taken to the doctor. In reporting observation is useful as to the nature of fainting, its duration and circumstances. Those over anxious to help might be asked to fetch a glass of water and do other messages which remove them from the scene and leave space and quiet for the patient.

Fatigue and Malnutrition The results of a long period of malnutrition are inability to take food, excessive thinness and extreme fatigue. Many persons will be physically exhausted, but these should gradually recover, given adequate rest and nourishment. Persistent tiredness, however, unrelieved by rest, accompanied by vague aches and pains are typical complaints of a person suffering from anxiety. The patient often looks drawn and ill and does not improve with ordinary remedies for exhaustion. Malnutrition cases will resemble those, but they will improve as their bodies assimilate appropriate nourishment. The anxious person cannot benefit sufficiently from good food and rest because of his anxiety.

Fatigue may be mental. Characteristic of this condition is a mild degree of confusion with difficulty in concentrating and unreliable memory. The patient may be muddled about dates, times and place and unable to settle to anything. Sleep disturbances are typical of certain mental conditions. Inability to sleep, excessive sleep or compulsion to sleep by day and wake at night should be reported.

Fits In an epileptic fit the patient usually gives a warning cry, falls to the ground with loss of consciousness; there is jerking of the limbs with perhaps foaming at the mouth. The only treatment required is to see that the patient does not hurt herself and is given rest afterwards. The symptoms usually pass in a few moments. Details of the attack should be reported to the doctor as well as a statement as to frequency of the fits and in what circumstances they happen. The severity of the fit may vary from a momentary loss of consciousness to a violent epileptic seizure.

Hysterical fits may occur as well as epileptic fits and accurate observation of the nature of the seizure, period of duration and statement as to whether the patient hurts herself or if there is any warning of the fit may help the doctor in diagnosis. It should also be noted whether the patient wets or soils herself during the fit or if it ever occurs at night.

Psychological factors affect epileptics even when their fits are of the type which can be to a large extent controlled by medical treatment. Any situation of uncertainty and strain may cause an epileptic to break down. Useful activity and friendly surroundings with no undue excitement often prevents recurrence. It is found also that one person having a fit is apt to set others off. The hysterical person who has a fit is not a malingerer, but one who feels in a desperate plight and whose cry for help takes the form of physical symptoms.

Gastric Disturbances Physical symptoms are - pain, sickness, diarrhoea or constipation, complaints of pain before and after meals; yet all these may be symptoms of psychological origin or at any rate greatly aggravated by worry. If this is so, the patient should be given remedies for the condition but attempts should be made to help with her general adjustment and to prevent her attaching over-importance to the physical symptoms.

Hysterical Attacks It is sometimes suggested that during an emotional paroxysm an hysterical person should be slapped. This will have unfortunate consequences for several nationalities who consider slapping an insufferable indignity. To destroy further the patient's self-respect would be unpardonable as she is already suffering acute anxiety. It would be safer never to use such extreme measures, though an authoritative, even stern, attitude may have to be adopted to help the patient regain self-control.

Heart Heart symptoms to observe are breathlessness (especially in the young) puffy faces, swollen ankles, blue colour of the lips, pains in joints. Apart from organic diseases many nervous people complain of breathlessness palpitations and pain and their symptoms persist even when they are assured by the doctor there is nothing wrong with their heart.

Shock Bed, quiet, warmth, hot sweet drinks and re-assurance are the first line of treatment for acute shock reactions and recovery is often rapid. The Welfare Worker can help the doctor by reporting persons who do not respond, or those who are up and about but still show persistent and acute symptoms of mental disturbances in spite of sympathetic handling.

Suicides Even with reasonable precautions taken, where there are large groups of persons who have endured years of strain and exile from home there are bound to be fatalities. They will probably occur among depressed people who continue in a profound depression, even after their circumstances have apparently improved. Such people should of course, be watched and put in touch with a psychiatrist, or failing him, a doctor. People who talk most about suicide are not often those who actually commit it.

Skin Diseases - will probably be extremely prevalent particularly impetigo, scabies and lice bites, fleas, etc. The signs to watch for are any rash,

irritation of head and body, chronic sores which do not heal, wounds which have become septic. Observation should be kept for sores self-inflicted or worsened by picking etc.

Tuberculosis Symptoms to be noted for which medical advice should be sought :

- (i) Pulmonary - Longstanding cough either with or without expectoration, loss of weight, blood stained sputum, unusual temperature, night sweat.
- (ii) Bone and Joint Tuberculosis - Complaints of pain in joints, particularly hip, walking with a limp, posture.

Venereal Diseases Symptoms: rash, vaginal discharge, sores on lips and tongue. In certain cases fear of V.D. may become almost an obsession, sometimes because a girl fears she has been exposed to risk and does not like to tell anyone - sometimes without any valid foundation. The Welfare Worker who receives such confidences may do much to help by the good sense of her own attitude to the subject and by encouraging the frightened person to have the necessary tests.

Women's illnesses Notice should be taken of complaints of persistent blood-stained discharge of abnormal pain at monthly period, of a history of abortions and of obstetric operations which have left bad results. Cessation of the monthly period (coupled in many cases with early morning sickness) may be the normal signs of pregnancy or may equally be an indication of psychological trouble and the effect of a period of strain.. In addition, it is known that some women workers in Germany were given injections to stop their monthly periods. Physical causes should be excluded first but even after this has been done women will always be found who still over-emphasize their normal bodily functions.

e) Disturbances of behaviour and personality - Symptoms and manner of Handling

Peculiarities of conduct Excluding the more extreme disorders of behaviour which will be readily diagnosed, Welfare Workers should mark any peculiarities of conduct such as: apparent changes of personality, anti-social tendencies or withdrawal from the group, excessive excitement or depression - all these are danger signals. Where the condition is not modified by sympathetic handling the person may be in a seriously disturbed state and if there are any grounds for fearing danger to herself and others a report should at once be made to the Medical Officer.

Apathy Under strain some people become quiet and apathetic; they may cease to care for their appearance or even cleanliness and take little interest in anything. Extreme cases will even neglect to feed themselves adequately. They need encouragement and kindly supervision to see that they take proper care of themselves.

Restlessness Other people under strain will become restless and want constantly to be doing something. Where their energies lead them to doing some service for others they should be thanked even if it was really an unnecessary act. Restored self-confidence will help them to settle down. In others some of the restlessness and wish for constant change may just have to be worked off. This form of conduct will be very common in people who have endured years of absence from home and are not expecting to return. Opportunity for interest and activities of all kinds and growth of a community feeling will help these disturbed people, but above all their access to a steady and sympathetic person will help towards the stability they require.

Sympathy Demanded In other cases there will be insatiable claims for sympathy, demanding much patience on the part of the staff. Hasty dismissal of an interview only makes the condition worse, because a grievance at being misunderstood is added to the patient's trouble. It takes tact and judgment to listen sympathetically and give some help and reassurance without encroaching on the time which must be given to others. The neurotic always wants to be the only one and must be made to feel of value to restore her confidence; yet she is one amongst hundreds and must also learn to share and give due weight to others.

Ideas of persecution Serious signs of mental illness will not often be met with but they must be mentioned, as failure to recognize them for what they are may lead to disturbance in the group. In any case the patient should be referred for treatment as soon as possible. Amongst other symptoms may be allegations that people are talking about her or accusing her of misconduct; that wireless reports contain reference to her; or that she is controlled by wireless. Some patients believe that there is poison in certain foods and may starve themselves in consequence. Where advanced, such symptoms are easily recognizable; but when the symptoms are not so pronounced, they may take the form of minor accusations and unfounded allegations of persecution, which can easily become a great source of trouble in the Group.

Sensory disturbances. Apart from hallucinations, when the patient hears or sees that which is not here, disturbances of sensation may appear. Many patients are afraid to report the visions or voices, but their distracted looks, muttering and impulsive actions reveal their condition. These extreme cases will probably be few but must be mentioned in passing. Fear of going mad or being shut up is common and patients are quick to hide symptoms which they suspect may lead to restraint.

19 Sub-normal intelligence

It must be realized that many of the displaced persons may be illiterate or be accustomed to live in very primitive conditions. Even if they find Camp standards strange, they may show shrewd common sense and be of good intelligence.

Mental Defectives Apart from these, in every large group of people there are probably certain numbers who fall below the common standards of behaviour not only because they are disturbed but because they are mentally sub-normal. They readily discovered because they are apt to be a nuisance to the community. They fail to understand instructions and are slow in carrying them out. Things are not as well done and foolish mistakes are made. It is typical of the mental defective not to be able to carry more than one idea in her head at a time and to be unable to reason from one set of circumstances to another. She may do a simple routine job such as washing the floor well and will be able to repeat it often without boredom, but change her to laying the table and she is lost until she has mastered each action separately.

Not every defective looks vacant like the village idiot; some have a deceptively bright appearance. They may be wrongly blamed for faults which they could not help because they did not understand. Where their limits are understood and they are given work to suit their capacity they may become useful members of the group and present no particular problem. If too much is expected of them and they are blamed for failure they may be quarrelsome and troublesome, for they are apt to have little self-control.

Border line cases Besides the mental defectives there will be many border line and dull persons. They also need an understanding of their limitations and work adapted to their capabilities. Activity suited to the powers of each and supervision (which may well be supplied by selected members of the

camp) to ensure they do not make mistakes or get into trouble should help both the individuals and the community. Supervision of cleanliness and order may be required.

g) Records

In making a report of a case in any of the above three main groups it is particularly important to give exact descriptions of behaviour and symptoms observed and to avoid technical terms. The problem should be illustrated by a statement of facts e.g. "depressed, won't leave the house or speak to anyone" or- "Excited, shouts and wanders about at night". Scrupulous care should be taken in all personal reports as these are of great psychological importance to the patient.

As far as detailed case histories are concerned, the utmost care must be exercised in recording any personal and confidential information of a kind that might subsequently, for women in particular, lead to blackmail, exposure or possible exploitation. It is better to let a person tell her story twice than risk such records of confidential information getting into the wrong hands, as they might well do in the process of handling and transit which the nature of the repatriation operation make necessary.

A technical code might be invented (and agreed by all the various nationalities in the reception centres) to record important facts about difficult cases and this information entered upon the medical card. Only such points should be recorded as are necessary for future medical treatment (mental and physical).

IV. GUIDANCE TO WELFARE OFFICERS

Note Welfare Officers will frequently have to enlist the help of persons not trained in Social Welfare work and the following notes of guidance may be useful in training them.

In dealing with displaced persons certain warnings can be given. The Welfare Worker must not in any sense imitate the Nazis by appearing in the guise of a master race. The temptation to lord it over those who are being helped and to offer them assistance in a peremptory fashion may be considerable, but such an attitude will arouse antagonism and will fail in its purpose, which must be to build up in every way people's independence and power of helping themselves.

While using his own individual approach the Welfare Worker must be self-disciplined, so as to be equable and good humoured - whatever the provocation to be the reverse - scrupulously just, avoiding favouritism, sentimentality or personal prejudice and careful not to promise what may be impossible to perform. He must realise that the work has to be its own reward; any expectation of gratitude or working for popularity is bound to be disastrous. People have suffered too deeply and fundamentally to react in a pleasant way. Their attitude may often seem harsh and unjust but this must be met with understanding and an absence of personal feeling. The Welfare Worker needs to shun all illusions but to retain belief in human nature.

There are no hard and fast rules about rehabilitation and the Welfare Worker will require to use the utmost skill and understanding of human needs and relationships in dealing with persons who are in a disturbed state. He must see opportunities are made to talk over difficulties. He must help

with adjustments that may enable the person to settle down; in this connection much can be done by adjusting living conditions to particular needs. Some find it hard to fit in with a crowd; others need constant companionship. The environment should be made as suitable as possible for those who cannot stand up to demands too difficult for them.

The Welfare Worker should share in the general work of the Centres and his influence should permeate through all its arrangements and activities to help to restore and develop the resources of the individuals concerned.

The first need in rehabilitating people is to restore a feeling of security and human dignity and much can be done by the Welfare Worker to give reassurance and help in the early stages of break-down. Where the case is more severe and does not respond to good conditions and favourable environment the Welfare Worker should seek for treatment as soon as possible.

The standard of care suggested in this Report may seem impossibly high for a Centre or Camp with a transitory population and difficult living conditions and also in a more permanent establishment. The Welfare Worker may in any case have to improvise. But if he knows on what lines to direct his aim he will help to deal with the mental and emotional casualties which will be among his most anxious problems and make a valuable contribution towards the personal rehabilitation of the displaced people.

15 March 1945

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UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

WELFARE DIVISION

Paris - London - Washington

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15 February, 1945.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

European Regional Office

WELFARE GUIDE: SERVICES TO UNITED NATIONS
NATIONALS DISPLACED IN GERMANY*

I. INTRODUCTION

A. The Problem

Millions of displaced persons who have been forced to leave their homelands, and refugees driven from their homes by the war will present innumerable welfare problems. Many persons will be undernourished and ill-clad, they will wish to communicate with their families, they may present many emotional and personal difficulties inevitable after years of enforced separation from home. There may also be unaccompanied children, youths, and aged or handicapped persons or women requiring special care. This Guide is designed to aid UNRRA personnel called upon to assist military authorities in solving some of the welfare problems presented by such cases.

B. Nature of the Guide

1. The Guide deals only with the welfare aspects of the task of dealing with millions of displaced persons in Germany and is not intended to cover other aspects of this work. The Guide must therefore be used in connection with the following:

- a. Outline Plan for Refugees and Displaced Persons
(SHAEF, A.G. 383, 7-1 GE-AMG, June 1944)
- b. Displaced Persons and Refugees in Germany
(SHAEF Administrative Memorandum No. 39,
November 18, 1944)
- c. Displaced Persons and Refugees in Germany
(Annex A to SHAEF Administrative Memorandum No. 39,
December 13, 1944)
- d. Employment of UNRRA Personnel with Military Forces
(Annex B to SHAEF Administrative Memorandum No. 39,
January 3, 1945)
- e. Guide to Assembly Centre Administration
(SHAEF CA/d9, September 1944 - in process of revision)
- f. Displaced Persons Registration Instructions
(SHAEF CA/d5, June 1944)
- g. Supplement to the Displaced Persons Registration Instructions
(SHAEF/G-5/DP/2729, January 10, 1945)
- h. Procedure for Communication by Displaced Persons from
Assembly Centres to their Homes by Means of Field Post
Cards. (SHAEF, A.G. 383, 7-1 GE-AMG, Dec. 3, 1944)

2. Some of the material in the Guide is by way of suggestion, some is based upon directives actually issued and binding upon military authorities. The material has been reviewed by SHAEF (Supreme Headquarters Allied Expeditionary Force), G-5 Division, and is in keeping with current SHAEF policy. It is to be expected, of course, that the broad-scale and emergency nature of the program for repatriating millions of United Nationals in Germany will necessitate many - and perhaps sudden - changes in the policies and plans set

*While embodying the most recent policies and plans, this Guide is based, in large measure upon the SHAEF Welfare Guide: Displaced Persons and Refugees issued by the Displaced Persons, Refugee and Welfare Branch of G-5, SHAEF in October, 1944.

forth in this Guide. (See Section V).

C. Definitions

1. Refugees. Civilians not outside the national boundaries of their country who desire to return to their homes, but require assistance to do so, who are:

- a. Temporarily homeless because of military operations;
- b. At some distance from their homes for reasons related to the war.

2. Displaced Persons. Civilians outside the national boundaries of their country by reason of the war, who are:

- a. Desirous but are unable to return home or find homes without assistance;
- b. To be returned to enemy or ex-enemy territory.

3. Processing Centers. The term processing center applies to any place such as a Collecting Point, Transit Point, Assembly Center, Border Control Station or Reception Center providing care or service for displaced persons who are being repatriated.

4. Collecting Point. Any designated place where displaced persons are told to report for further instruction, for emergency care or for transport to another place offering more extensive care or service.

5. Transit Point. A center along routes of travel at which short stops may be made and food or other essentials, emergency services or perhaps overnight care, may be provided for displaced persons until they can proceed to an Assembly Center or other destination.

6. Assembly Center. A center which may comprise: (a) facilities for congregate cases (as in a barracks or camp) or (b) a number of individual houses established by Military Government Authorities, to provide for displaced persons food, shelter, clothing, medical care, determination of nationality and other essential services until they can be repatriated.

7. Border Control Station. A station established by military or governmental authorities along civilian traffic routes, at or near international boundaries - or the lines of demarcation between Allied Zones in Germany - for (a) the control of movement across these boundaries and demarcation lines and, perhaps, for (b) facilitating repatriation.

8. Reception Center. A center or station established by a government within its own country (a) for receiving its nationals returning from Germany, and (b) for caring for them until they can proceed to their respective destinations.

9. Welfare Officer. The officer (whether military or civilian and regardless of the agency to which he may be attached) who is designated by the Director of an Assembly Center to be responsible for such welfare services as information service; counselling and personal service; children's services; special welfare services for youths, women, girls, aged or handicapped persons, recreational activities and religious ministrations.

II. ADMINISTRATION

A. Division of Responsibility

1. For Refugees. In Germany, local welfare agencies, e.g.

Wohlfahrtsamt, will be directed to care for German refugees, Military Government officers will assist in the control of refugee movements in order to prevent hindrance to military operations, prevent and control outbreaks of disease, and effect return to desired residence as rapidly as possible.

2. For United Nations Displaced Persons. Allied military commanders, in accordance with approved plans, will be responsible for the care, registration, repatriation and welfare of displaced persons. Allied military authorities will therefore be responsible for arranging for food, clothing, shelter, cash grants, and other supplies and services necessary for the care and repatriation of displaced persons. In connection with the welfare of displaced persons, Allied military plans are intended to aid subordinate commanders to put into effect the policy of the Supreme Commander to:

- a. Prevent any hindrance to military operations which might be occasioned by their massing or uncontrolled movement;
- b. Prevent and control outbreaks of disease among refugees and displaced persons which might threaten the health of the military forces;
- c. Relieve, as far as practicable, conditions of destitution among displaced persons;
- d. Set up an organization to effect the rapid and orderly repatriation of displaced persons, which can be handed over in due course to the appropriate civilian authorities.

3. For Enemy or Ex-Enemy Displaced Persons. Displaced persons of enemy or ex-enemy nationality are the responsibility of Germany. Germany will be requested to provide for these displaced persons. Nevertheless, while UNRRA has no responsibility for this group as a whole, UNRRA policy permits aid to be given to such persons as "have been obliged to leave their country or place of residence, or former residence, or who have been deported therefrom, by action of the enemy, because of race, religion or activities in favour of the United Nations" (Resolution No. 57, Second Session of the UNRRA Council).

B. Extent of Welfare Services Required

1. To meet the responsibilities imposed upon military authorities for displaced persons, welfare services will be needed at all stages in the repatriation process — from collecting points to reception centers. The welfare services rendered at these various points will of course, vary greatly depending upon the needs of the persons at these centers; the size, nature and probable degree of permanence of the station; the number and types of persons to be provided for; the length of time they are likely to remain under care; the equipment, facilities, and supplies available, and the number and type of administrative personnel available. No attempt is made, therefore, to outline in this Guide the types of welfare services likely to be needed under a wide variety of circumstances. However, those most likely to be required in Assembly Centers will be described in some detail and adaptations of these may be made, as necessary, for other types of centers.

2. So far as possible, welfare services should be administered by welfare officers technically competent to render them. If welfare problems are not properly handled, not only may grave harm come to men, women and children whose needs may not be properly met, but the difficulties of administering the Assembly Centers will be greatly heightened.

3. In an Assembly Center, the Director (and in other centers the corresponding official) is ultimately responsible for determining the welfare services to be provided and for allocating to available personnel their respective duties.

C. Nature of Welfare Officer's Task

1. Direct Responsibilities. The wide range of services for which a welfare officer may be responsible may make it impossible for him to give adequate attention to all these functions. To a great extent he will have to work through suitable assistants or utilize other resources such as those described in Section F below. It may, however, be imperative that the welfare officer gives special attention to those services -- such as personal counselling and certain aspects of child care -- requiring the special skills he may possess.

2. Enlisting other Resources. To assure adequate welfare services in other fields, it may be necessary to cooperate with, enlist or organize personnel and resources from such sources as are enumerated in Section F below.

D. Supervision. To assist in the administration of welfare services in Assembly Centers, area supervisors responsible for supervising the welfare services in a number of centers may be provided. Organizations such as UNRRA, providing any considerable number of welfare officers, should provide also the necessary supervisory personnel which will be attached to appropriate military units.

E. Proposed Composition of Teams for Assembly Center Administration

1. General. SHAEF plans for Assembly Centers assume that these will be administered by military teams, UNRRA teams, or teams made up of military and UNRRA and perhaps also other personnel. While for planning purposes the military and UNRRA teams are to be organized as described below, it is not expected that these teams will always be looked upon as so many neatly organized units of a given number of workers but rather as a pool from which three or four persons may be drawn for one task and perhaps 20 to 30 drawn for another. UNRRA welfare officers in Assembly Centers, therefore, cannot expect that they will always be working in pairs nor that they will always be free to limit themselves to welfare services as opposed to more general administrative tasks or duties in other fields.

2. Military Teams. SHAEF plans for military teams for Assembly Centers of 2,000 to 3,000 displaced persons include a commanding officer or director; a deputy director (to be provided by UNRRA); an administrative officer (adjutant); and administrative officer (quartermaster); a welfare officer; a medical and public health officer (who should be available to the center but not necessarily a resident of the center); a messing officer; a cook; a mess sergeant; a supply sergeant; a medical corps sergeant; a staff sergeant; a sergeant RE/EC; a cook for the officer's mess; a clerk and two drivers -- a total of 17. In addition, it is expected that two UNRRA nurses will be assigned to each team and held in reserve until they can be called forward. Also, National Liaison Officers will be attached to Assembly Centers as necessary, -- the ratio being, perhaps, one officer per 10,000 nationals of his country.

3. UNRRA Teams. Teams requested of UNRRA by SHAEF include 13 persons as follows: a director; a deputy director and administrative officer; a clerk-stenographer; an administrative officer for supply; a messing officer; a warehousing officer; a welfare officer; an assistant welfare officer; a medical officer; a nurse; a cook; a cook for the UNRRA team; and two drivers for the UNRRA team. At least so long as UNRRA teams work under military direction, it is anticipated that National Liaison Officers will continue to be attached to Assembly Centers.

F. Resources for Welfare Services

1. To assist military authorities in meeting their responsibilities, experienced welfare personnel may be available from:

a. Allied Government Officers. Some experienced welfare officers are available from among Allied officers. SHAEF Military Missions have welfare officers. The Displaced Persons, Refugees and Welfare Branch, G-5 SHAEF, will render such aid as may be possible in securing qualified military personnel.

b. Red Cross. British and American Red Cross personnel may be available for assignment to Military Government for welfare and relief activities. Assignment of such personnel is governed by a directive issued by SHAEF under date of 10 August 1944.

c. UNRRA. (1) The United Nations Relief and Rehabilitation Administration (UNRRA) is a cooperative body of 44 nations established to aid in relief and rehabilitation activities of liberated areas and in the care and repatriation of displaced persons.

(2) During the military period, UNRRA will operate only at the request of and under such rules and regulations as may be established by appropriate military authority. By agreement with SHAEF, UNRRA officers will be in either UNRRA or military uniform and subject to direction by military authorities.

(3) One of the principal purposes of UNRRA is to assist in securing the repatriation or return to their own homes of displaced persons found in enemy or liberated territory. The displaced persons problem is peculiarly international in character and UNRRA as an international governmental agency is in a position to give valuable service to the army during the military period and to Allied governments in the post-military period.

(4) UNRRA liaison officers are now attached to the Displaced Persons, Refugees, and Welfare Branch of SHAEF, G-5, the Public Health Branch of SHAEF, G-5, the various SHAEF military missions to liberated countries and the several Army groups.

d. Inter-Governmental Committee on Refugees. The Inter-Governmental Committee on Refugees is responsible for the resettlement of stateless persons and those who have been obliged to leave their homes for reasons of race, religion or political belief and cannot or do not desire to be returned to their homes. UNRRA will care for those persons for a period of time to be determined by UNRRA and the Inter-Governmental Committee. After this period, the Inter-Governmental Committee will assume responsibility for those not repatriated or resettled.

e. National Liaison Officers. (1) The United Nations concerned will have liaison officers attached to military formations and available to handle matters relating to displaced persons of their own nationality. These liaison officers will have major responsibility for matters relating to the issue of visas and other necessary governmental documents. Most countries have extensive public and private welfare agencies. Liaison officers may be able to arrange to call forward welfare personnel from their own countries, subject to appropriate arrangements with military authorities and UNRRA.

(2) Primary responsibilities of National Liaison Officers will be to:

- (a) Assist in the identification and registration of their nationals;
- (b) Recommend in conformity with instructions from their governments, priorities for the repatriation of their nationals;
- (c) Issue repatriation visas;
- (d) Assist in the preparation of reports on the numbers, characteristics and condition of their nationals.

(3) Among further duties which National Liaison Officers may assume, are:

- (a) Assistance in controlling their nationals;
- (b) Assistance in welfare and health programs;
- (c) Furnishing information to their nationals;
- (d) Assistance in the selection of suitable staff from among their nationals as may be required for the management of Assembly Centres.

- (e) Settlement of, or documentation of, claims for wages, compensation and insurance due to their nationals;
- (f) Assistance in protecting, disposing of, or undertaking the custodianship of any property belonging to their nationals; and
- (g) Assistance in making the necessary arrangements for the exchange or custodianship of currency in the possession of their nationals.

f. Displaced Persons. Displaced persons themselves may be able to furnish the majority of workers required in Assembly Centers and other Processing areas. Qualified displaced persons should be used as much as possible for staffing information services, repatriation services, housing services, advice and counselling, relief activities, legal aid, recreation, employment, and similar programs.

g. Indigenous Agencies.

(1) Aid to Refugees and to Enemy or Ex-Enemy Displaced Persons. Local German agencies whether public or private will be required to care for refugees and for displaced persons of enemy or ex-enemy nationality (see Sections II-A-1 and 3, above), and to arrange for their transportation to their homes under plans approved by the appropriate military commander.

(2) Aid to United Nations Displaced Persons.

i. Whenever necessary the resources of Germany will be used to care for United Nations displaced persons. German authorities will be directed by the Allied military authorities to make available all welfare facilities such as supplies and shelter which may be needed by such persons. Local public authorities will be instructed by the military authorities to provide temporary care for special groups until arrangements can be made for their disposition. The needs of United Nations displaced persons shall be given priority over the needs of German nationals.

ii. Only in exceptional circumstances will local agencies in Germany be required by the military authorities to give direct service to displaced persons. The use of German agencies to care for Allied nationals should be terminated as soon as the appropriate machinery is established by military government, National Liaison Officers, UNRRA or other agency under direction of military government officials. During the emergency period, when use of German agencies may be necessary, it is desirable for displaced persons to have as little contact as possible with the personnel of these agencies.

h. Non-indigenous Voluntary Agencies. A number of non-indigenous and international agencies may be utilised for relief and welfare services. These include organisations such as religious societies and refugee agencies. In Great Britain these agencies have organised the Council of British Societies for Relief Abroad and in the United States they have formed the American Council of Voluntary Societies for Foreign Service. Such agencies will operate only upon invitation of military authorities. If used for displaced persons, it is contemplated that these private organisations will work under arrangements with UNRRA.

III. WELFARE SERVICES.

.. GA. General

1. Factors Affecting Extent of Welfare Services. It is not to be expected that all the services enumerated below will be required in every center. Plans will need to be adapted in the light of such factors as:

- a. The composition of the center population and its needs;
- b. The length of stay of people in the Center;
- c. The nature and quantity of supplies and equipment available, and
- d. The number and qualifications of the personnel available.

2. For persons whose repatriation is likely to be delayed for comparatively long periods extensive services will be required. Such persons are also a source from which assistants for various functions can be recruited. Shortages of supplies and equipment may make it necessary to improvise to the fullest extent possible.

B. Information Service

1. In dealing with displaced persons it is important that they be given helpful information at each state of their transit from the Collecting Points, through the Transit Points to the Assembly Centers, as well as at each successive step in the process of their return or repatriation. Failure to do this may result in unnecessary movement of displaced persons thereby hampering military operations or making control of the civilian population more difficult.

2. The Information Service is essential both to the administration of the Center and to its population. It will facilitate the rapid dissemination of directions, instructions and reliable information and it will assist in gaining the confidence of the residents of the Center. It is an essential welfare service because it will refer people to the proper source for the help they require. In order that displaced persons may have proper information which will assist in making them more amenable to control by, and cooperation with Military Government officers, Information Bureaux should be established wherever necessary.

3. In each Assembly Center a certain amount of publicity will be necessary. This publicity will convey general or technical information affecting all displaced persons or a certain group in the Center, and is distinguished from the Information Service designed to meet individual inquiries of a specific nature. Public announcements and general information may be disseminated through such means as loudspeakers, posters and handbills. Sometimes general meetings or lectures may serve a useful purpose. It will be the responsibility of the Director to authorize the dissemination within an Assembly Center of general information which military authorities, the various national governments (either directly or through the National Liaison Officers for Repatriation) may wish to convey to displaced persons.

4. To answer questions of the types suggested below, Information Bureaux should be established if necessary, at transit points, at Assembly Centers, Border Control Stations, Reception Centers, or in any city, town or locality where the number of displaced persons warrants the establishment of a place where information may be obtained.

a. Information Bureaux should be located so as to be readily accessible and should be well marked with suitable signs so as to be easily recognized. Posters giving the location of Information Bureaux should be placed in appropriate centers.

b. It is important that competent and responsible persons be put in charge of the Information Bureaux. Properly conducted, the Information Bureaux can be of great assistance to military government, whereas an inadequate system of furnishing information can complicate problems of control and movement, and hinder the quick and orderly return of refugees and displaced persons to their homes.

c. It will be the responsibility of Assembly Center Directors to make arrangements through Welfare Officers or others to ascertain from appropriate sources up-to-date information to be given out. It is hoped that arrangements may be developed by which military, UNRRA or other authorities may channel to Assembly Centers information of general interest.

5. Types of Information to be provided

a. At Collecting Points. At Collecting Points or other forward areas from which displaced persons are sent to the rear it is probable that, because of proximity to combat, little information can be given in most instances. The most important information to be given at this time, particularly if civilians go to the rear unescorted, is the place to which they are to go. In addition, they should be told if possible:

1. To whom they are to report;
2. The route they are to travel and the roads they must avoid;
3. To whom they will be responsible enroute, particularly if the group is not under a military escort but under a displaced person designated as leader; and,
4. The transport available, if any.

b. At Transit Points. Information similar to that provided at Collecting Points should also be available at Transit Points for such persons as will be moving rearward. Persons who must remain for any period of time at the Transit Points should be given information regarding:

1. The place they are to be housed;
2. The probable duration of such billeting;
3. Methods of communicating with relatives or friends;
4. Services available to facilitate repatriation and return home; and,
5. The place to which they can go for further information.

c. At Assembly Centers. Displaced persons in Assembly Centers will be eager for information such as:

1. How long they are likely to remain in the Center;
2. Recent news of their home countries and communities;
3. The process by which they may secure the documents necessary to repatriation;
4. The probable length of time before they can be repatriated;
5. Arrangements for housing, feeding, child care, and other arrangements for living in the Center;
6. Opportunities for work within or near the Center;
7. Methods of communicating with relatives or friends; and,
8. Arrangements for transportation, food and other necessities for the journey to Reception Points in their home countries.

C. Personal Counselling and Service

1. Many serious personal problems will inevitably arise wherever there are large groups of persons who have been forced to live in a foreign land under duress for several years. These problems may, unless carefully handled, cause considerable difficulty. Mental disorders, anxiety, worry over lost relatives, financial troubles, these are typical of a host of problems which may confront Center Directors or others involved in the care and repatriation process.

2. To handle these problems, skilled counselling services should be available at Assembly Centers and other areas where displaced persons concentrate so that the displaced persons may be given the opportunity to discuss their problems with someone who may aid them in working out the solution. The objective of personal counselling from the point of view of Military Government is to minimize the hindrances to orderly repatriation which may be encountered if these personal problems are ignored. In many cases problems which appear troublesome and important to the displaced person can be solved if only he is given the opportunity to discuss them. In some cases the difficulty may be such that the individual may have to be withdrawn from the normal processes of repatriation and given special care.

3. Counselling services should be distinguished from Information Services. These latter are more or less routine, will be used by practically all the displaced persons, and may be operated by relatively untrained

persons. Counselling services, on the other hand, will be required by only a few displaced persons and should be rendered only by persons trained or experienced in welfare, social work, or related fields. Such persons should be of the same nationality, if possible, as the displaced persons.

4. It may be desirable to establish Counselling Services in conjunction with the Information Services. The Information Bureau, Assembly Center administrative officials, National Liaison Officers, as well as the displaced persons themselves should be informed of the existence of a counselling service and should refer to it individuals who are unable to solve by themselves the numerous personal problems which may arise.

5. Properly organized and staffed, skilled Counselling Service can be of great value to displaced persons and to military officials charged with their care and repatriation.

6. Successful counselling requires (a) skill and experience in personal counselling, (b) an understanding of the varying backgrounds and circumstances of displaced persons, and (c) patience and understanding. Counselling should aim to help the individual to gain the fullest understanding of his own personal situation in relation to repatriation, and the reasons underlying official plans and particular procedures. There will undoubtedly be some cases of severe mental or emotional disturbances which will require skilled social or medical treatment and possibly special care. However, Assembly Center officers should be warned against inexperienced attempts to deal with complicated situations that are beyond their competence. Persons revealing marked abnormalities in behaviour should be referred to the Welfare Officer who should, when necessary, consult with medical officers or other specialists who may be available.

D. Children's Services

1. Children under the age of sixteen will frequently present difficult problems. Although the number of children who are displaced will not be very large as compared with the total number of displaced persons, children in Assembly Centers will fall into two groups:

a. Those who are accompanied by their own parents, by legal guardians or by adults having no legal responsibility for them, and

b. Those who are unaccompanied.

2. Accompanied Children. Where children are with families, every effort must be made to keep the family together. If children are temporarily lost or separated, Information Bureau, registration records and other means should be employed to reunite the family as rapidly as possible. Special care must be taken in registering such children.

3. Unaccompanied Children

a. Children unaccompanied by relatives or guardians will present the most difficult problems. These children may be lost or separated from their families, abandoned or orphaned. Some may be without identification either because of accident or because of a deliberate act on the part of their parents to protect the child, or because of an act of the enemy.

b. The number of unaccompanied children of Allied nationality in enemy territory is not known. From information available the following groups of such children are likely to be found:

1. Children who originally were deported in labour groups with their parents or who were born in enemy territory, but have since become orphans or completely separated from parents.

2. Children who were deported from Allied countries and have been reared as enemy children. These children (estimates run into the tens

of thousands) will present special difficulties. It may be to the best interests of these children to leave them where they are until their ultimate disposal has been determined.

3. Children of unions between enemy nationals and United Nations nationals who were deported into enemy territory.

4. Children who have been in hiding in Germany because their parents were looked on with disfavor by enemy authorities for reasons of race, religion, or political affiliation. Many of these children have been cared for by sympathetic people who may, upon collapse, bring them to the nearest Assembly Center or other Processing Center.

5. Children of the United Nations who have been deported as laborers. As these children will be in the older age groups, it should be possible to treat most of them in the same way as adult displaced persons. A few may present special problems requiring particular attention of Welfare Officers. Many of them probably have been in communication with their parents or relatives.

c. Military authorities or civilian agencies working under their direction will have major responsibility for unaccompanied children. However, it is expected that SHAEF policy will be to recommend to military authorities that during the SHAEF period, at least, military authorities should take no action that would permanently affect the guardianship or legal status of a child. Welfare Officers should be available for consultation by military authorities responsible for decisions affecting the custody or care of unaccompanied children. Responsibility for unaccompanied children of known nationality will, of course, be transferred to their respective national governments as soon as circumstances permit.

4. Types of Service

The care and repatriation of children, whether accompanied or unaccompanied, will involve: collection; registration; appropriate shelter accommodation; special feeding arrangements; day-time activities; individual services as required for particular groups of children presenting special problems; movement, and repatriation. In the case of unaccompanied children, of course, the primary objective is to reunite them with their families at the earliest possible moment.

a. Collection. Plans should be made for the collection of children, particularly those who are unaccompanied, in all large centers of population in enemy territory. It is probable that adults now caring for these children will bring them to the nearest repatriation authorities. At every collection point, special arrangements must be made for the reception of these children by competent personnel. Where a child is cared for adequately in an enemy home and where such adequate care can be continued, he should not be removed until plans are made for his movement to his home country. However, under no circumstances should children be permanently placed, nor should any plans for adoption be consummated. Under all circumstances, the best interests of the child must be the factor to determine what provision should be made for him.

b. Registration.

(1) General. Because of the great importance of preserving all information that may help to identify, or otherwise help properly to provide for children, free use should be made of the section of the Registration Record labelled "Remarks" for the recording of any information necessary to serving the best interests of children.

(2) Accompanied Children. In registering children accompanied by a relative (or by an adult with legal responsibility), great care must be exercised to make sure that they are properly identified so that they may continue to benefit from the protection of their relatives. In registering children accompanied by persons other than their own families, the safeguards suggested below for registration of unaccompanied children must be observed to ensure protection.

(3) Unaccompanied Children.

i. The standard procedures for registration of displaced persons, as outlined in Displaced Persons Registration Instructions and in the first supplement to these instructions, will have to be supplemented in the case of unaccompanied children. Separate accommodation should be arranged for reception and registration. If possible, persons who are experienced in caring for children and who understand how to deal with their fears should be given responsibility for their registration. The identity of some children may be unknown; some children may conceal their identity. Younger children may not be able to supply the information required. Indirect methods rather than direct questioning of the child will often be the most effective way of obtaining identifying data. Every effort must be made to secure needed data from the family with which the child has been staying and from local authorities as well as from the child himself, so that the Registration Record may be filled out completely.

ii. Every child unaccompanied by a relative (or by an adult with legal responsibility) should be registered as an unaccompanied child. In filling out the Registration Record for each unaccompanied child, the word "unaccompanied" should be inserted in the upper left hand corner of the card. If the child is unidentified, the words "unaccompanied-unidentified" should be similarly inserted. If the child's name is unknown or if he has been given a name by someone other than his own family, the words "real name unknown" should be inserted, under Item 1 on the Registration Record, after the name by which he is called.

iii. Particular attention should be given to:

Item 2, Family Name, other given names.

Item 5, Claimed Nationality.

Item 6, Birthdate, Birthplace, province, county.

Item 10, Full name of father.

Item 11, Full maiden name of mother.

Item 24, Remarks. Under remarks should be listed names and addresses of brothers, sisters, and other relatives, data on residence in enemy country including names and addresses of persons with whom child has stayed, etc. It is suggested that where necessary, additional sheets be attached to registration cards to show sources of information entered on the card.

iv. In the central registration file (for the second copy of the A.E.F. D.P. Registration Records) the cards of unaccompanied children should either be specially marked or filed in a special section. The marked cards (or special file) should be indexed alphabetically according to family name. Such a file will facilitate the clearance of inquiries received regarding unaccompanied children, will expedite the tracing of relatives, and will provide data for administrative purposes.

The term "relative", as used here, will normally include only adult relatives of close blood relationship, such as parents, grandparents, brothers or sisters. However, in making provision for children their best interests must always be kept in mind.

v. Every unaccompanied child should be tagged with his identification card immediately after registration. Photographs should be made of each unaccompanied child, if possible. The photograph should be attached to the registration record.

c. Shelter and Care

(1) Accompanied Children. Where the children are with their families or persons familiar to them, every effort should be made to keep the family together. The ordinary care of children is the responsibility of the family or accompanying adult. In living quarters where the children are housed, attention must be given to sleeping arrangements, lavatory facilities, etc., suited to their particular needs and safety.

(2) Unaccompanied Children. Unaccompanied children should not be placed with unrelated family groups or single adults in Assembly Centers except as a last resort or as a strictly temporary expedient until other arrangements are made.

(a) Wherever possible unaccompanied children should be segregated by nationality and, if possible, housed apart from adults in some local institution or home which may be requisitioned. Persons in charge should be of the same nationality as the children. Problems of feeding, clothing, housing, and recreation, cannot be dealt with adequately unless persons experienced in handling groups of children are available. Such persons may be obtained through National Liaison Officers. Some of the displaced persons themselves may have the necessary qualifications.

(b) Unaccompanied children of United Nations nationality should not be billeted or placed in enemy households, nor should they be placed in the care of local agencies or institutions where this involves any direct contact with enemy personnel. Suitable local facilities may, however, be requisitioned. If unaccompanied children are cared for in accommodations within an Assembly Center or in close proximity to it, they should participate in play, recreational and educational activities provided for other children in the Assembly Center.

(c) Where the number of unaccompanied children in an Assembly Center is small, it may be advisable to transfer them to some other center where there are sufficient numbers to permit provision of appropriate care and services. The practicability of such arrangements depends upon a variety of factors and should be undertaken only after careful consideration. It may be most expedient to plan and operate services for unaccompanied children on an area basis.

(d) Feeding. If food is served in common dining rooms, special feeding arrangements may be needed for the preparation and serving of food for children up to about five years of age.

d. Day-time activities

Even where the number of children is small, it will be necessary to see that they have wholesome outlets for their energy in play and educational activities, otherwise, they will find troublesome and destructive things to do and may be a general source of worry to busy and anxious adults. Day-time activities for small numbers of children can be undertaken on a simple basis with supervision given by mothers and some of the older boys and girls. Where the number of children is large, day-time activities will have to be more carefully organized and adapted to the needs and interests of different age groups.

c. Movement of Children

(1) No child and particularly no unaccompanied child should be returned to his own country until plans for his movement and reception are known to have been made. Every child under 16 years should be in the charge of an authorized adult escort. For children of mixed age groups under 16, one adult should accompany the party for every fifteen children; for mixed age groups under 12, one adult for every party of ten children. Mixed age groups are preferable as older children may assist with the care of younger ones. It is unsafe to move large numbers of children under five together.

(2) Some method must be worked out so that identification discs, tags or cards are fastened to young children who, if they were lost, could not be readily identified.

(3) Those in charge of children should have full details of the movement and should be instructed carefully as to their duties. They should not leave the children until they have turned them over to those responsible officials to whom they were instructed to deliver them. Special problems of feeding and care enroute should be carefully considered and planned. For large parties, medical and nursing personnel should accompany the group if possible.

f. Special Groups of Children

Children mentally or physically handicapped, those suffering from debilitation, emotional disturbances or shock and those who present behaviour difficulties, may require special care and services such as separate housing arrangements, appliances, special diets, recreational and occupational activities suited to their needs. While the number of children in these groups will be small, available facilities and services should be used to the maximum to meet their urgent requirements.

g. Repatriation

Children will be repatriated to the country of their nationality in accordance with arrangements with National Liaison Officers.

E. Special Services for Youth

1. Special Needs of Youth. Many adolescents from 14 to 18 years of age who come to Assembly Centers will, as a consequence of their experience, have reached a stage of maturity beyond their years, both in suffering various forms of distress and in facing responsibilities. Although they will need considerable help and supervision, adolescents should, so far as possible, be given the opportunity of making their own decisions regarding their future.

2. Among the types of services particularly needed to help adolescents to adapt themselves to new ways of life are:

- a. Special housing arrangements, especially for those unattached to family groups.
- b. Provision for nutritional needs. Adolescents because of their rapid growth, often have greater nutritional needs than school-age children.
- c. Educational and recreational activities.
- d. Occupational activities. Particular attention should be given to work suitable to their physical condition and age.
- e. Services for groups with special needs. It is to be expected that maladjustments and behaviour difficulties may be common among this group and will require skilled treatment and special service.

F. Special Services for Women

1. Older Girls and Women. The girls and women coming to Assembly Centers will include many who had been forcibly separated from their families and driven into forced labour in Germany. Many of these women and girls will need special opportunities and encouragement to regain a sense of self-respect and social dignity. Every effort should therefore be made to create in the Centers an environment that will respect the personal dignity of women and girls. It will be particularly important to safeguard girls and women who have been subjected to degrading experiences and to protect them from being stigmatised as objects of pity or censure. Special arrangements and services needed by women and girls include as much privacy and personal consideration as possible during the process of cleansing and medical examination; housing accommodation allowing for the maximum of privacy and affording opportunities to maintain or improve the appearance of their living quarters; personal counselling service for those who have had particularly painful experiences or who need assistance in planning for their return home; suitable occupational activities and social activities affording an opportunity of engaging in constructive work and of participating in the operation of the Assembly Center; special protective measures for girls and young women whose situation might otherwise be exploited.

2. Expectant and Nursing Mothers. Where expectant and nursing mothers are received in Assembly Centers, they may require special diets or supplementary food, special housing arrangements and clothing in addition to medical services. If a mother in the Center has young children, arrangements must be made for their care during the mother's confinement, unless the father is present and can take care of them.

G. Services for Aged, or Handicapped Persons

1. Amongst the population of the Assembly Centers, will be found some persons handicapped by age (including persons who through their experience have become prematurely old), and who have suffered actual physical injury (including blindness).

2. The aged, handicapped persons and other special groups will require special housing arrangements, special diets, and other services. It may be necessary to house some of these persons in hostels rather than in large communal centers. Their movement may also require special planning.

3. Attendants should be prepared for the possibility of having to remove from trains and convoys those who become ill in transit. Plans should also be made in advance for general welfare services to be available both on route, at points of transfer and upon arrival at destinations.

H. Cash Grants.

1. For Displaced Persons Provided for on a Communal Basis. Present plans look toward making cash grants for pocket money - for the purchase of personal items and incidentals - to displaced persons who are sheltered and fed in Assembly Centers on a communal basis. Medical care and clothing, when available, will be provided in kind.

2. For Displaced Persons NOT Provided for on a Communal Basis. Present plans for displaced persons individually billeted in private homes (or otherwise) look toward the payment of cash grants for food and pocket money. Plans also call for giving clothing, medical care and other available services to this group, as well as to those provided for on a communal basis.

3. Until policies regarding cash grants are finally worked out for Assembly Centers, it is hoped that available canteen supplies and personal necessities may be distributed free to displaced persons, regardless of whether they are provided for on a communal or on an individual basis.

I. Recreational Activities

1. The smooth working of Assembly Centers will depend in large measure upon a program which will keep the displaced persons busy and help them to occupy their time constructively. Where persons are congregated together under crowded and abnormal conditions, with little to do, they are not as amenable to discipline and routine as they might be normally. Satisfactory occupation of leisure time will help to sustain morale, prevent grievances from assuming undue proportions, and considerably ease the task of the Center Director and repatriation officials.

2. In most situations displaced persons will not remain long enough to warrant the formal organization of recreational activities. However, there may be instances where displaced persons may remain for a considerable period. During those hours in which they are not employed or occupied with personal tasks, various leisure time activities should be made available. This is particularly important for children and youths. Personnel for these activities can often be secured from among the displaced persons themselves. A number of private organizations may be able to furnish some leadership and equipment for the larger centers. Such supplies as may be available in Germany can, of course, be requisitioned by Military Authorities.

3. The greatest possible variety of projects should be sought in order to meet the different interests of different groups (such as men, women, boys, girls, young children) and, because of the differing occupational time-tables of different groups, as for example women with families, workers employed outside the Center, or those engaged in duties within the Center. It is also necessary to remember that some projects should provide relaxation and quiet rather than energetic or boisterous activity; and that in all fields a premium must be placed on activities which require comparatively simple or improvised equipment. Activities might be of three types :

- a. Social, cultural and informational;
- b. Handicrafts and manual work; and
- c. Sports and games.

4. Displaced persons will be hungry for news and knowledge about their homeland. News services, reading rooms, talks by National Liaison Officers, radio facilities - these and similar devices can serve to impart information and aid morale. The types of activities that can be organized are numerous but the particular program must, of course, depend on the local situation. News broadcasts for displaced persons in Germany are being planned by military authorities. Assembly Center Officers should be prepared to assist groups of displaced persons to hear broadcasts in which they may be interested.

J. Religious Ministrations

1. Displaced persons in Assembly Centers (or other processing centers) should be permitted to conduct such religious services as they desire. Assembly Center directors should assist in every way possible to enable displaced persons to conduct such services by providing meeting places and other necessary facilities. While, obviously, participation in such services should be wholly on a voluntary basis, their availability will improve morale and enhance the well-being of the Center population.

2. Ministers and religious leaders also may wish to make "sick calls" or perform various religious rites. Such activities can be very helpful in relieving anxiety and aiding in the orderly repatriation process.

3. Ministers and others able to conduct religious services may be available from among the displaced persons themselves, from national agencies and from international religious bodies which are desirous of sending ministers to the larger Assembly Centers.

4. The services of local religious leaders in Germany may be utilized only with the consent of military authorities, whose approval must be obtained through the Director of the Assembly Center concerned.

IV. WELFARE ASPECTS OF OTHER SERVICES

A. The Problem

1. The many inequalities in treatment of United Nations nationals employed or imprisoned in Germany will suggest important considerations to administrative and welfare policy in Assembly Centers. The most privileged foreign workers have enjoyed a status equal - in theory at least - to that of the German workers. The least privileged have suffered every indignity that the Nazi could devise. Between these extremes the remainder have been classed in numerous and constantly changing categories with unequal privileges, protection and status. These inequalities have sometimes bred bitterness between natural allies and between groups of the same nationality.

2. Just and equal treatment to all persons and the tangible evidences of personal respect and consideration for the individual persons should permeate all administrative plans and activities in the Assembly Center. Although physical facilities may be primitive or inadequate much can be done to create a setting in which both women and men will find encouragement and opportunity to re-establish for themselves the personal and social standards which were respected in their home communities.

B. Responsibility of Assembly Center Staff

1. The Assembly Center staff should, accordingly, take account of human and personal values involved in the basic provisions of food, clothing, and shelter; registration; employment; the operation of canteen stores; the degree of self-government and of mutual aid and assistance that can be developed.

2. Assembly Center personnel responsible for specific functions should work in the closest possible cooperation with the Center Director and personnel responsible for other specific functions. It is of particular importance that the staff should develop all means of gaining first-hand knowledge of the problems and reactions of the residents of the Center. By securing their confidence, the staff may become the best channel through which the needs or difficulties of displaced persons may be ascertained.

C. Living Arrangements

1. The way in which displaced persons are assigned to whatever form of accommodation is available will be the responsibility of the Military Authorities and Center Administration. However, all members of the staff having pertinent knowledge will be expected to advise on the housing of individuals or groups of persons for whom special arrangements may be found to be necessary. Staff members may also make recommendations to the Administration as a result of complaints or representations received from individuals or groups who desire some rearrangement of the allotted accommodation, e.g., to enable relatives or members of the same family or national group to live together while in the Center.

2. Feeding arrangements in the Center will be the responsibility of the Administration, but various staff members may be called upon to give advice on the special needs of particular individuals or groups or may be in a position to initiate recommendations on these points. In the eyes of the residents, the staff members with whom they have most frequent contact are likely to be the persons to whom they can come with all sorts of complaints and worries about their life in the Center. These staff members should pass on these complaints in the form of concrete suggestions to the authorities responsible for the feeding arrangements.

D. Registration

1. The immediate purpose of registration is two-fold:

- a. To initiate and facilitate repatriation procedures, and
- b. To provide essential information for administrative purposes.

2. Since registration may be the first personal contact of the displaced person with United Nations authorities, registration methods should be designed to inspire confidence. This contact will also provide an opportunity for showing a personal interest in the person registered and for interpreting to displaced persons the policies of the Administration and the services available to them.

3. The accuracy of the information recorded during registration is of great importance and if the person concerned feels reluctant to reveal required facts, it is essential that the registrar carefully explain the reasons for registration and assist the registrant in filling out the Registration Record.

4. Welfare Officers will be expected to assist in any way possible, in enlisting the cooperation of displaced persons who are being registered and in helping to realize as fully as possible the benefits resulting from registration.

E. Clothing

1. Where clothing is in short supply, so that a general distribution to all persons is impossible, the Welfare Officer should be called upon to advise in regard to categories or groups of residents who should have priority.

2. Where any considerable number of persons is to be provided for over any relatively long period of time, a valuable supplement to the issue of clothing will be the provision of facilities in the Center for cleaning, renovation, repairs, tailoring and dress-making. Such facilities will reduce the need for new clothing.

F. Communications

1. General. Displaced persons have been separated from their homes and families, many of them for several years. They will be extremely anxious to communicate with relatives and friends. Every effort should be made to make this possible.

2. Postal Facilities. Civilian postal communications will be re-opened as quickly as military considerations permit and, when reestablished, may be used by displaced persons in Germany to communicate with friends or relatives in other countries.

3. Use of Field Post Cards. To provide an immediate and effective means of communication by displaced persons in Germany with their homes, relatives and friends, the Allied Authorities have instituted a system of Field Post Cards. There will be available in Assembly Centers cards which are printed in Dutch, English and French and will be printed in other languages when arrangements can be made with indigenous postal services in other countries.

- a. Field Post Cards should be used only when:
 - (i) The full postal address can be given;
 - (ii) The receiver resides in liberated or Allied territory;
 - (iii) Indigenous postal service is available.
- b. The cards permit only the checking of the following stated messages:

I am well and safe;
Will write as soon as possible;
Expect to be home soon; do not write.
- c. Each card must be filled out and signed in the presence of an approved official.
- d. Cards originating in Assembly Centers in Germany will be subject to censorship.

G. Employment

1. It will be desirable in most situations to develop employment programs for those displaced persons who are to remain for any period of time in a specific area. Such employment might be available:

- a. In the Center itself;
- b. On projects of the Allied armed forces; or
- c. Through private employers in the community.

a. Welfare officers can assist in planning and making recommendations on such employment problems as:

- a. Physical and emotional condition of displaced persons in relation to work opportunities;
- b. Employment classification of displaced persons based on their employment history; or
- c. Determination of priorities for movement in relation to such factors as skills needed in the home country of the displaced person, workers needed on the Center staff, physical and mental disabilities, and personal needs of the individuals themselves.

3. One official should be designated as the Assembly Center "Employment Officer." He should maintain close contact with either (a) the Regional Labor Office, U.S. Corps of Engineers, or (b) Director of Labor (Br.) who will give preference to the employment of displaced persons in so far as possible.

H. Canteens

1. In addition to such supplies as may be issued to displaced persons, opportunities should be available for them to purchase various commodities which they may desire. A canteen store should be established in communal centers and in other areas where large numbers of displaced persons are housed. Such a service will improve morale and in enemy territory will make it possible for the displaced persons to obtain commodities which might not be available to them otherwise.

2. Supplies required for canteen stores will be obtained as far as possible from existing local resources, the indigenous authority being instructed to purchase them. Where supplies are not available locally, they may be obtained from the Army, U.N.R.R.A., or other sources.

3. There may be an acute shortage of many articles and in such a situation a simple rationing system should be instituted to enable all displaced persons to have an equal chance of obtaining such articles as are available.

4. The items which might be carried in stock at such canteen stores should include toothbrushes, toothpaste, soap, towels, combs, razors and razor blades, needles, scissors, stationery, pencils, cigarettes, tobacco, matches, sweets, handkerchiefs as well as other similar items which might be available.

I. Self-Government; Encouragement of Sense of Responsibility for Others

1. A democratic organization of Assembly Center activities cannot only be of distinct rehabilitative value to its people, but can also help materially in avoiding or in solving administrative problems. The degree of self-government which can be achieved and the form of its organization will depend greatly upon the length of time the residents remain in the Centers, the composition of the population, the physical arrangements of the Center and other local circumstances.

2. The director of an Assembly Centre will require the assistance of leaders of the displaced persons in carrying out his responsibilities. In securing, by election or otherwise, the services of leaders who possess the confidence of the displaced persons, the director should seek the advice and help of the National Liaison Officers.

3. Displaced persons in Germany have developed many ways of helping one another and, in Assembly Centers, will doubtless be interested in continuing various forms of mutual aid and assistance. Such interest as displaced persons may show in meeting their responsibilities for others should be warmly encouraged by Assembly Center officers in every possible way.

J. Legal Matters

1. General. Particularly in enemy territory displaced persons may require legal assistance. Problems confronted will include claims against Germans or German authorities, methods of establishing citizenship, advice as to new legislation in liberated areas to which the displaced person is to go and as to local laws and Military Government regulations affecting his movements or personal property. It is desired that, as far as may be possible or appropriate, assistance with respect to such matters should be given. Displaced Persons themselves, and National Liaison Officers may be able to assist in providing this type of service.

K. Personal Documents

1. Displaced persons should be given aid in securing papers and documents which may be important in connection with births, deaths, marriages, claims against employers, claims for social insurance benefits, personal property, and related matters.

a. Deaths. Administrative responsibility for displaced persons who die at an Assembly Center rests with the Center Director. Deaths are to be recorded on the A.E.F. Displaced Persons Registration Record and the A.E.F. Displaced Persons Assembly Center Registration Card in the specific manner prescribed in the Displaced Persons Registration Instructions and in the Supplements to these instructions.

b. Marriages. If displaced persons in Assembly Centers desire to get married they should see that the marriage is recorded according to local law and that certificates are issued to the individuals concerned. If the man and woman intending marriage are of different nationalities, it should be made clear to them beforehand that the mere fact of marriage will not automatically entitle the wife to be admitted to the husband's home country or vice versa.

c. Births.

(1) Births, like deaths, should be recorded at the office of the local civilian registrar of vital statistics. This is a responsibility of the Center Director and the displaced person himself should not be required to make personal contact with German authorities.

(2) Births should be recorded also on the Assembly Center Registration Record Card which some National Authorities might want to recognise on a provisional basis as a legal document. In other words, this card might be used as a temporary birth certificate until the child's arrival in the country of destination. Where possible, a copy of the birth certificate filed with local authorities should be given to the parent. A note should be made in the "Remarks" space of the Registration Record Card, stating that "This card does not in itself constitute a valid certificate of birth."

(3) On the Assembly Center Registration Record Card under the heading "Remarks" the following information should be entered:

- (a) Parents' address;
- (b) Parents' occupation;
- (c) Parents' registration numbers; and
- (d) Date and hour of birth of child.

(4) The Medical Clearance Certificate should bear the signature of the medical officer, nurse or midwife who attended the birth.

(5) The Registration Record Card for a child born in a Center should be prepared in triplicate, the original copy to be given to the parents of the child. The remaining two copies should be handled the same as for other displaced persons.

2. Property, Currency and Related Subjects.

a. General. Displaced persons, particularly those who have been exploited and robbed by the enemy may be possessive and suspicious and any separation from their personal possessions may result in a great deal of discontent. It is important, therefore, to do everything possible to safeguard their property.

b. Personal Property of Displaced Persons (other than currency)

(1) Some displaced persons may have a considerable amount of personal property in their possession. They have been working for some time and with the threat of collapse, there may be a tendency, particularly in Germany, to exchange currency for personal goods.

(2) Every possible attempt must be made to provide facilities for depositing in a safe place that part of the luggage of displaced persons which is not needed in their immediate possession. Knowledge that their possessions are in safe custody will strengthen morale and reduce security problems. A receipt should be given to the displaced person describing his property, giving the address of the place where it is stored, and other pertinent data.

(3) A displaced person should be permitted to take with him on his homeward journey at least as much as he can carry. If transport facilities permit, he should be given the opportunity to take all his baggage.

(4) If any important luggage or personal property is left behind because of the shortage of transport, every possible assistance should be given to the displaced persons for the arrangement of storage in the community. This should be done in such a way that at some subsequent date when transport is available, the displaced person can

have his baggage shipped to his home. National Liaison Officers will be expected to assume some responsibility for the property of nationals of their countries. It should be made clear to the displaced persons and to National Liaison Officers that neither military authorities nor UNRRA assume any legal liability for the safety of property left in military custody.

5. Each Allied nation will have its own regulations as to what goods may be admitted across its own frontiers. National Liaison Officers should convey this information to displaced persons before they start their homeward journey. Such information should be made available to Assembly Centers, Information Bureaux, and officers responsible for giving legal assistance.

c. Currency in the Possession of Displaced Persons

1. Some displaced persons are likely to have in their possession considerable amounts of currency of different countries.

2. All displaced persons registered at Assembly Centers should declare the amount of currency, of whatever type, in their possession and this information should be entered on their Registration Record cards. Such a record will help to forestall any attempt on the part of a displaced person to introduce an unauthorized amount of foreign currency into his own country on repatriation. He should be informed that failure to declare currency in his possession may result in complications on his return to his own country.

3. National governments will determine the amounts and kinds of currency which may be taken into their respective countries and the regulations relating to the exchange of such currency. Information concerning the regulations to be established by each government should be available to its nationals at the various Assembly Centers and Information Bureaux.

d. Claims and Property Rights Some displaced persons may have deposits in banks, wages due, or other claims for monetary compensation. While neither UNRRA nor Allied Military Authorities can assume responsibility in respect to these claims, it is important that assistance be given to the displaced person either in settling claims before departure or in obtaining documentary evidence which he can take back with him to his own country and which will support any claim he may make through his own national authority after repatriation.

L. Movement of Displaced Persons

1. General. Responsibility for planning and arranging for movement and travel of displaced persons should not normally be assigned to Welfare Officers. Nevertheless, many problems arise in such movement in which the Welfare Officer is interested and in the solution of which he may assist. These problems include the determination of priorities in movement; keeping families together; feeding arrangements; possible notification of relatives regarding arrival; special care for children, the aged, and handicapped persons; and knowledge that appropriate plans have been made for reception at their destination. Set forth below are a few of the matters to be given special attention. (For further reference to movement, see "Guide to Assembly Center Administration," Paragraph 28.)

2. Priorities. Welfare officers should be consulted regarding priorities for movement. Individuals who are ill should not be permitted to travel unless conditions make such a move imperative. If there is a choice of mode of travel, women, children, the aged, and handicapped persons should be routed over the most comfortable routes. Definite rules of priority cannot be laid down to cover all situations but must be determined in connection with the individual Center or area.

3. Information. It is important that, so far as possible complete information be given to displaced persons who are moved. Such information should be available at Information Bureaux. Counsellors and National Liaison Officers should also be available to discuss various problems arising in connection with the movement. The information should be given to each displaced person in his own language as far in advance of the departure time as possible. Information given to those about to move should cover:

- a. Time of departure;
- b. Place of departure;
- c. Destination;
- d. Responsible authority at each stage;
- e. Type of transportation;
- f. Length of trip, halts;
- g. Feeding arrangements;
- h. Action in emergencies, fires, sickness;
- i. Luggage regulations and plans;
- j. Hygiene instructions;
- k. Convoy organizations; and
- l. Health and dress if movement involves sharp climatic changes.

4. Counselling. Displaced persons will wish advice on numerous movement problems. Counselling service should be available prior to departure to discuss these problems. If time permits, each family group or individual should be interviewed to ascertain if they are able to travel, understand all regulations, have all the information and data necessary, have made proper arrangements for excess baggage, have properly marked all baggage, and have all documents necessary.

5. Feeding Arrangements. Welfare Officers should pay particular attention to feeding arrangements. Food allowances for the journey should be made not only for the normal, planned length of the journey but also for probable delay in transit. Special diets for infants, children, aged persons and other special groups should be arranged if possible.

6. Family Groups. It is important for family groups to be moved together.

7. Notification of arrival. Assembly Center Directors and National Liaison Officers should arrange methods for notifying receiving centers, community agencies and, if possible, relatives of departures and arrivals.

8. Special Cases. Where aged, or sick persons or children, are moved in a general movement, they should be attached to some displaced person in the convoy who should be charged with their care until arrival at destination.

9. Relief. Welfare Officers should arrange for distribution of clothing, blankets, and other supplies as needed.

V. CONCLUSION

1. Although the foregoing sections of this Guide represent SHAEF and UNRRA plans at the time of writing, it must be recognized that changing needs and other circumstances will doubtless necessitate frequent - and perhaps sudden changes in the arrangements outlined here. Officers using this Guide must, therefore, be constantly alert to the necessity of adapting themselves to changing conditions.

2. In actual practice, Assembly Center Officers will undoubtedly encounter many problems not even touched upon in this Guide. Until policies regarding such matters are settled - as well as when carefully worked out plans go awry - the only hope for preventing or alleviating human suffering is the imaginativeness of Assembly Center Officers and their ability to improvise on the spot.

3. Regardless of how well policies may be defined in advance or how carefully plans may be laid, the determining factor in any welfare or repatriation program is the way the responsible administrative officers perform their duties. If these officers have a clear understanding of the problems confronted, are imaginative in finding solutions for those problems, are motivated by a sincere interest in others, cooperate well with their colleagues, and maintain their poise even under pressure, they can work wonders to assure the success of their cause.

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SUBJECT:

GENERAL POLICY STATEMENT ON
UNRRA WELFARE OPERATIONS IN THE FIELD 1/

I. INTRODUCTORY STATEMENT

A. Welfare services (of the types enumerated in Section B below) which may be provided by UNRRA will be carried out:

- (1) Only upon the request of the appropriate member governments (or, appropriate United Nations military authorities);
- (2) In accordance with plans agreed to by UNRRA and the appropriate civil (or military) authorities; and
- (3) Within the framework of the total UNRRA program in any area of operation, subject to the direction and control of the UNRRA Chief of Mission in that area.

B. Services which UNRRA may be called upon to render, include the following:

- (1) Consultation with civil (or military) authorities responsible for relief and welfare measures;
- (2) Provision of technical personnel to assist civil (or military) authorities in the administration of services for which they are responsible;
- (3) Provision of supplies needed for welfare services for which civil (or military) authorities may be responsible;
- (4) Direct operation of welfare services, if requested by the appropriate civil (or military) authorities.

1/ This Statement of Policy (except for Sections I A, B and C) is based upon recommendations approved by the Standing Technical Committee on Welfare and incorporated in a Committee report entitled "Recommendations on a General Directive for Welfare Personnel" (TWE (44) 27; Council II, Document 138). This report was originally drafted by the Welfare Division in consultation with the Studies Subcommittee of the Standing Technical Committee on Welfare. It was then reviewed by a special Expert Commission set up by the Standing Technical Subcommittee on Welfare for Europe. Thus, in the preparation of this Statement, the Welfare Division has benefitted from the advice of leading experts representing member governments.

The Statement, from time to time, will be amended and amplified in accordance with field experience and with recommendations of welfare officers engaged in actual operations.

C. Persons for whom welfare services will be particularly needed are:

- (1) Those who, because of special needs, require particular types of assistance (such as children, youths, expectant and nursing mothers, the aged, handicapped persons, the war-injured, and persons returning from forced labor or prison camps), and
- (2) Those who lack resources with which to provide for themselves the basic necessities of life, for example, persons who may be without employment, are sick or are living in families without breadwinners.

D. Welfare services with which UNRRA, upon the invitation of appropriate authorities, may be concerned, include provision, by methods that will help people to help themselves and one another, of

- (1) Food, clothing, shelter and other basic necessities of life for persons unable to provide for themselves or their dependents, and
- (2) Services, such as information, advice, counsel for persons in need of special help.

II. RELATIONS

A. External relations.

- (1) Primary responsibility: Except during a period of military control, responsibility for the administration of welfare services in a country rests upon the government of that country. In general, welfare services will be administered in so far as possible by the country concerned, and UNRRA (as outlined in Section I B) will make its resources available to the appropriate national governmental agency in accordance with plans agreed upon between UNRRA and the national agency.

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

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

Continuous cooperation should be maintained and information exchanged locally between the government concerned and the welfare personnel.

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

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

Although the Director General has delegated to the Welfare Division final responsibility for all negotiations and relationships with foreign voluntary relief organizations, welfare personnel will refer to other UNRRA officers (such as those concerned with Health and Displaced Persons) matters falling within their jurisdiction and will collaborate with such officers in the development and operation of the UNRRA program.

- (3) In the administration of welfare services administered by or with the cooperation of UNRRA, full use should be made of local resources and enterprise. To secure this and to make certain that policies adopted follow established patterns of community life, wide scope should be provided for the active and responsible participation of local people. Wide use should be made of national or

local advisory groups composed of representative leaders of the different sections of the national or local community. Provision will be made, through the Chief of Mission, with respect to arrangements with national governments (or military authorities) so as to meet political or other difficulties and to assure observance of UNRRA policies.

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

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

B. Internal relations.

- (1) The Welfare Division of UNRRA is responsible for the selection of welfare personnel, for the formulation of general welfare policies, for the development of welfare programs for specific countries, for general guidance on the technical aspects of UNRRA welfare activities, for securing reports on the activities of welfare personnel, and for formulating and recommending, for approval by the Director General, policy statements and directives relating to the welfare activities of field missions.
- (2) The provision of welfare services rendered by UNRRA is the responsibility of welfare personnel who will be responsible to the Country Chief of Mission.

Arrangements with civil (or military) authorities in respect of welfare services, shall be worked out with the consent of the Chief of Mission.

The UNRRA country or district welfare staff will work under the supervision and direction of the Country Welfare Director and the District Welfare Officer respectively. These officers, in turn, will be administratively responsible to the Country Chief of Mission and District Supervisor respectively.

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

Welfare personnel shall be responsible for advising the Chief of Mission with respect to all matters (including relations with civil or military authorities) bearing upon welfare services.

- (3) Reporting: Welfare personnel shall submit, periodically, reports on local needs and resources, as well as their own operations and any further requirements, which, if provided, would help to make more effective their own work or the work of the Welfare Division.

Reports should, as far as possible, cover such points as the following:

1. Liaison relationships:

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

2. Social relief and welfare services; estimates of services required; methods used in arriving at estimates.

3. Plans for meeting welfare needs:

- (a) Plans of Governments (including role of indigenous voluntary organizations).
- (b) Plans of inter-Governmental agencies.
- (c) Plans of Military Authorities.
- (d) Plans of foreign voluntary relief organizations.
- (e) Plans for UNRRA (those in process and those recommended).
- (f) Appraisal of plans enumerated above.

4. Welfare personnel:

- (a) UNRRA: qualifications and assignments of new personnel.
- (b) Changes in assignments of other UNRRA welfare personnel; appraisal of performance.
- (c) Personnel of foreign voluntary organizations: numbers provided by agencies; ways in which personnel is being used; appraisal.
- (d) Indigenous personnel: numbers engaged; qualifications; ways in which personnel is being used; appraisal.

5. Situations with respect to supplies and equipment especially required for the carrying out of welfare services:

- (a) Needs.
- (b) Available from Governments, Military Authorities, voluntary agencies, UNRRA.
- (c) Proposals for meeting deficits of supplies and equipment needed for welfare services.

6. Background information on countries of operation:

- (a) Corrections in information supplied by Headquarters or Regional Offices.
- (b) New information.

7. Description of welfare programs in operation:*

- (a) Methods of organization: Personnel employed.
- (b) Policies governing program.
- (c) Estimates of number served.
- (d) Strengths and weaknesses of program.
- (e) Comments and recommendations with respect to operations.

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

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

Specific instructions on the form and timing of reports will be covered in a subsequent memorandum.

III. PRINCIPLES

A. Primary emphases.

- (1) National responsibility: Both in the planning and in the administration of welfare services with which UNRRA may be concerned, the primary emphasis will be upon (a) aiding governments in accordance with plans approved by the governments concerned; and (b) strengthening indigenous organizations.
- (2) Relation to long range programs: Although UNRRA will be concerned primarily with emergency relief, welfare personnel will be expected to see that their activities are coordinated with plans for the rehabilitation and reconstruction of areas served.
- (3) Normal social groupings: Every effort should be made to preserve and strengthen normal social groupings. Thus families should, wherever possible, be helped to live together as families in order to avoid the necessity of initiating or prolonging mass feeding or mass housing. Similarly, attempts should be made to enable children, aged persons, or others in need of such care to live with their own or foster families, rather than in institutions, unless specialized institutional treatment is clearly required.

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

- (4) Self-help and mutual aid: All UNRRA welfare services and activities must be so designed as to help people to help themselves and one another. The more efficient these services are, the sooner relief and welfare measures can be discontinued.

B. Prompt relief.

Because of already prolonged suffering due to war and because of critical needs, welfare personnel will cooperate in providing the necessary welfare services as promptly as possible. They will be responsible for helping in the necessary advance-planning. At every step in administration - from the investigation of a recipient's eligibility to methods of final distribution - the plans adopted should be directed to providing relief as quickly as possible. The possibility of effecting small economies through other methods should not be permitted to delay the provision of relief to any substantial number of persons.

C. Advance planning and surveys.

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

D. Priorities of service.

Demands for welfare services may greatly exceed the ability of governments, voluntary organizations and UNRRA to provide them. In this case welfare personnel will cooperate in determining what welfare services should be established first. This question will be particularly acute during the earlier stages of relief operations since administrative difficulties together with problems of supply and transportation may make it impossible to inaugurate simultaneously all the welfare services which may ultimately be rendered. Priorities of service will be determined by the Chief of Mission in collaboration with government (or military) authorities, on the advice of his welfare personnel,

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

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

E. Adaptation to local customs.

The general plan of welfare services should as far as possible be adapted to suit the customs, ways of life, and standards of living prevailing in the various countries of operation. Food and clothing provided should, within the limits of what is practical and what is needed for proper standards of nutrition and warmth, be suited to local tastes; and, when it is possible to do so, special foods should be made available for religious observances.

F. Self-respect.

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

G. Training program for welfare workers.

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

IV. WELFARE SERVICES

A. Nature of services.

The services for which UNRRA welfare personnel may, as outlined in Section I B, be requested to assume responsibility will necessarily cover a wide range, conforming to the needs

to be met, including the needs of special groups such as children, youths, expectant and nursing mothers, the aged, handicapped persons, the war-injured and persons returning from forced labor or prison camps. The following paragraphs contain a brief description of services which may be needed and of the main considerations to be borne in mind in respect of each:

- (1) Registration: It will usually be necessary to set up a system of registration of those receiving relief or assistance. No system of registration should be introduced, however, which does not serve some specific purpose, and if one is introduced it should be designed primarily to serve that purpose. Subject to this it should as far as possible dovetail with other systems of registration being used by UNRRA Missions or by military authorities, and, looking to the final transfer of the service to the national government, should also be related as closely as possible to the system used by that government.
- (2) Information and advice service: One of the first essentials in operating an effective welfare program is to make sure that people know of the services available, where to go and how to obtain them. This is particularly important at the beginning of operations as the nature and tone of information given out may allay fears and suspicions on the part of the people and decide to a large extent the reputation and acceptance of this program. The object of any information and advice service however organized, is therefore to provide systematic information and direction on where to go and how to apply for services needed; incidental advice on current local regulations such as those issued by military, civil affairs, or civilian authorities will also be given.

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

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

- (3) Provision of cash assistance: Although cash, under normal circumstances, is regarded in many countries as the ideal form of relief or assistance benefit, emergency conditions frequently qualify the usual advantages of using cash in this way. Before recommending cash assistance measures, therefore, welfare personnel should give careful consideration to local and national practice in such matters, the circumstances prevailing at the time, and to such factors as the availability of goods to be purchased with the cash that might be provided; the danger of supporting unduly high prices; the possibility of contributing to inflation; possible losses, through exchange rates, etc. Before making a recommendation on this matter welfare personnel should call upon the Chief of Mission and his staff for advice. No program for cash payments will be instituted without approval of the Chief of Mission.

Cash assistance may take the form of periodical payments, usually weekly, to meet recurring needs, or single payments of larger amounts to meet non-recurring needs. It is possible in either case to treat the payment as a grant or as a loan; and single payments by way of loan should not be considered unless for some reason this is clearly desirable and there is a good prospect that the recipient will be able to repay the loan in a reasonable time. Loans made without a clear obligation to repay and a definite intention to enforce repayment are apt to be demoralizing. Moreover, the national governments in countries of operation would not be likely to favor a service under which their citizens were burdened by a debt incurred at the beginning of the period of reconstruction.

- (4) Provision of assistance otherwise than in cash: Where for any reason assistance in cash is considered unsuitable, various other methods of distribution will be open. For example, prices of essential commodities can be adjusted according to the income of relief recipients,

or coupons, scrip, relief orders, stamps, etc. may be issued. These methods, however, are not always a complete substitute for relief in cash, as a certain amount of cash may have to be given with them. In emergency conditions, both food and clothing and possibly other household necessities, may have to be distributed directly in kind. When distribution in kind is undertaken, local customs and taste in both food and clothing must be considered as far as practicable, and the general principle in all relief distribution of seeing that the goods are fairly distributed in terms of need must be kept firmly in mind.

1. Distribution of food may be made in the form of unprepared foods, or by means of communal feeding in canteens, schools, places of employment, etc. The choice of method will to some extent depend on the nature of the foods, the cooking facilities available, and the extent and probable duration of the needs to be met. It will always be desirable to stimulate home production of food to the utmost extent, e.g. by cultivating allotments or small holdings. Those who do so must be allowed to benefit from their efforts and should not have their ordinary allowance of food reduced; but if some part of the produce consists of rationed foods and is made available to other members of the community, arrangements for its distribution should be worked out with the rationing authority.
2. Distribution of clothing is likely to raise more problems than the distribution of food, owing to variation in sizes and in the number of garments required in individual cases. For this reason it may often be desirable to carry out a quick survey of needs in a locality before settling on a scheme of distribution. In some cases, owing to the urgency of the need, it will be necessary to issue ready-made garments if they are available, but generally welfare personnel should bear in mind the desirability of issuing materials to people to make their own garments. This provides the people, especially women, with useful occupation; and also makes it easier to meet local requirements and tastes.
3. Other household necessities are not likely to cause difficulty except in the matter of actual supply. They include such things as blankets and bedding, fuel and lighting material, cleaning materials, cooking utensils, household tools, etc.

- (5) Provision of emergency shelter: Since it is desirable to restore family life as quickly as possible, the best provision in many cases may be cash assistance to enable a person to pay a reasonable rent for suitable accommodation he is able to find for himself. Where this is not possible, billeting may be the next best thing. Provision of shelter in either of these ways may be desirable even when communal feeding is in force.
1. Where accommodation in houses is not available, and temporary shelter is urgently required, the best facilities are likely to be found in schools and church or village halls. In buildings of this kind it will be necessary to make adequate provision for bedding, feeding and sanitation; and also for a resident supervisory staff. Temporary shelters such as huts may have to be erected in some places, in which case the Mission will have to secure the immediate cooperation of the supply and allied services.
 2. While communal shelter is in use it may be possible to have urgent repairs made to damaged houses to make them habitable. Some of the persons concerned may, if supplied with the necessary tools and materials, be able to effect their own repairs; this will provide useful and desirable occupation for some who may otherwise be unemployed.
- (6) Services for mothers and children up to age 18: In considering the special needs of mothers and children, major emphasis should be placed upon maintaining and strengthening the family unit and where necessary re-establishing the family in its own home. In accordance with this principle, immediate steps should be taken to safeguard children who are lost or temporarily separated from their family, to locate the family and to return the children to them. Likewise, children should not be separated from their families except where conditions make this essential to safeguard the child or to provide specialized care that cannot be given in the home.

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

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

1. Expectant and nursing mothers. For expectant and nursing mothers the following may be required: Supplementary and special foods, emergency maternity shelter, special provision for homeless mothers, rest camps, preventoria, day nurseries, creches, child welfare centres, counselling services, or instruction relating to the care and problems of children and to the preparation of food, etc.
 2. Pre-school children: For this group, the following may be required: Special feeding programs through clinics, canteens, etc., preventoria, convalescent homes, day nurseries, creches, play activities, training of the nursery school type, etc.
 3. School-age children: Special feeding arrangements such as school meals, extra milk distributed at school, open-air camps and schools, convalescent homes, play activities, school services, etc., are often necessary for children of school age.
 4. Young persons beyond school leaving age: The urgent needs of adolescents which are often overlooked actually call for particular measures, such as supplementary feeding in educational institutions and factories, open-air camps, convalescent care, recreation and leisure time activities, vocational guidance, occupational retraining and services for serious problems of maladjustment and delinquency.
 5. Other special groups: In addition to the basic needs of children there will be certain groups whose needs call for specialized services. These include children who are (a) orphaned, abandoned, or otherwise separated from their families; (b) physically or mentally handicapped persons; (c) those suffering from emotional disturbances, shock, personality maladjustments, anti-social tendencies, premature sex experiences, etc.; (d) children in temporary communities (including those displaced within their own country); and (e) children already in institutions.
- (7) Welfare services for displaced persons and in temporary communities: Displaced persons in need of care and assistance - men, women, youths and children - will have come from refugee camps, evacuee and forced-labor areas, prisons, concentration camps, and many other scattered sources. All of them will be in need of orderly arrangements to permit them to return to their families and the countries or localities from which they originally came. All will be in need of

care, in particular care which will help them meet the problems of psychological and social re-adaptation which lie before each displaced person. In general terms, the range of welfare services required for persons displaced from their homes is the same as that needed by persons who have suffered from war and enemy occupation in their own territory; and these services have already been enumerated. Displaced persons, however, will require special arrangements (a) in transit, both to and from assembly points, and (b) while living in temporary communities and assembly centres. The latter will probably be necessary for the greater number, for longer or shorter periods, according to circumstances.

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

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

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

While the general responsibility for the administration of a camp (as described in General Bulletin No. 71) is vested in the Camp Director, welfare personnel will be prepared to recommend for adoption necessary welfare services and shall be prepared also to operate such activities upon approval by the Camp Director.

While the services for technical repatriation, including the registration of displaced persons, arrangements for their return, provision of transport and so forth, are the responsibility of the personnel of the Displaced Persons Division, welfare personnel shall be prepared to assist in the provision of these services. Welfare services required by displaced persons are, however, the primary responsibility of welfare personnel. Further, it is the responsibility of the welfare personnel to see to it that the human and social, and not merely the technical, needs of displaced persons are understood and met in Assembly Centres. Responsibilities of the Welfare and other Divisions vis-a-vis the Displaced Persons Division are described in a memorandum of 23 June 1944, by the Deputy Director General for Finance and Administration, entitled "Responsibilities of the Displaced Persons Division and the Relations of this Division with Other Units in UNRRA".

- (8) Hostels and similar institutions: Special services for such categories as the aged, orphans, or the physically handicapped are likely to consist mainly in the provision of homes or hostels for those who, though not needing attention in hospitals cannot properly fend for themselves, and have no friends or relatives to look after them. The principal task in setting up such institutions, apart from the provision of food, clothing and other basic necessities of life, will be consultation on standards of care and recruitment of competent technical personnel.
- (9) Occupational activities: Physically handicapped persons, persons unable to resume their normal occupation and young persons, who because of military service or compulsory labor service under the enemy, have never engaged in gainful employment, will require help to establish or re-establish themselves as useful and self-supporting members of the community. For this purpose special measures may have to be taken, such as providing instruction in useful occupations or employing them in the production of clothing and other necessary relief supplies or in the administration of welfare services, including assistance in mass feeding programs, the making of surveys of relief needs, anti-malaria or clean-up campaigns, etc. These activities should obviously be closely related to the plans of the government concerned; and success will depend on recruitment of the proper technical personnel and, to a lesser extent, on the provision of suitable equipment.