

*De Rubeis*

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

JEANNE D'ARC REFUGEE CAMP

14 MAY 1945

28 April 1945

Ref.

To: S.M. Keeny - Attn: A.A. Sorieri

From: Rolf Roth *RR*

The "l'Hopital Neuro-psychiatrique de Berrechid" has presented a bill dated 8 March in the amount of 4,600 francs for services rendered to EMBASSAT-LEVY, Alberto and BOLIMAN, Resi, two former NARC residents, during the period of 16 November to 31 December, 1944.

Since the above mentioned individuals were residents of NARC and, as NARC has been succeeded by Philippeville, I presume that we are to take care of the payment of this bill.

Mr. James Falck recently submitted an agreement to us between Mr. Moe Beckelman and the representative of the above mentioned institution, copy of which is enclosed, concerning the hospitalization of mentally ill residents. I suggest that this agreement be renewed in the name of Philippeville.

Your early decision on this matter would be greatly appreciated, for in the case of a late or negative reply, I am afraid that I will have to send from 3 to 5 residents of this camp to the above hospital, who show signs of illness. //

encl:  
rr:lm

MAY 11 REC'D



- CONVENTION -

ENTRE: M. le Docteur R. POITROT, medecin-directeur p.i. de l'Hopital  
Neuro-psychiatrique de Berrechid

s/c de M. le Docteur PIERSON, Inspecteur des Services de N.P. au Maroc  
d'une part

Et Monsieur BECKELMAN, Directeur du Camp des Refugies de Fedala  
d'autre part,

IL A ETE CONVENU CE QUI SUIT:

ARTICLE Ier. - L'Hopital Neuro-psychiatrique de Berrechid s'engage a recevoir aux conditions ci apres definies les malades mentaux civils stationnes au Camp des Refugies de Fedala.

ARTICLE II. - Les malades suspects d'affection mentale seront au prealable places en observation au Pavillon de Neuro-psychiatrie de l'Hopital Jules Colombani, dans les conditions definies par la convention du II Avril 1944 passee entre le directeur du Camp des Refugies et l'Hopital Jules Colombani.

Cette mise en observation sera de courte duree. S'il y a lieu, le transfert ulterieur de Casablanca a Berrechid sera assure par les Services du Camp.

ARTICLE III. - Les personnes a hospitaliser seront munies de leur dossier medical et d'une demande d'admission signee par le Directeur du Camp ou par le Medecin chef du Camp.

ARTICLE IV. - Les malades seront au regime des "petits payants"; ils seront soumis a la discipline de l'Hopital.

ARTICLE V. - En case de sortie par guerison ou pour autres motifs, les hospitalises seront remenes a Fedala, par le Service du Camp, avis sera donne au prealable au Directeur.

ARTICLE VI. - En cas d'evacuation ou de deces, le Directeur du Camp sera immediatement prevenu par les soins de l'Hopital.

ARTICLE VII. - La direction du Camp versera pour chaque journee d'hospitalisation d'un refugie, la somme de 47 francs (QUARANTE SEPT Francs) pour l'hospitalisation a Berrechid. Dans ce prix sont comptes les examens radiologiques et les analyses bio-chimiques. Dans les decompes des journees seront compris, pour la journee entiere, le jour d'entree et le jour de sortie par guerison, transfert ou deces.

Ce prix sera susceptible de revision apres accord entre le Directeur de l'Hopital N.P. de Berrechid et le Directeur du Camp.

Au debut de chaque mois; l'Hopital fera parvenir au Directeur du Camp l'etat des sommes dues pour l'hospitalisation des malades du mois precedent; le Directeur du Camp paiera directement au Receveur de l'Hopital N.P. les sommes dues au plus tard DIX jours apres la reception de l'avis de paiement.

ARTICLE VIII. - Toute contestation au sujet de l'application de la presente convention sera soumise a l'arbitrage du Medecin charge de la liaison franco-americaine.

ARTICLE IX. - La presente convention prendra effet et cessera d'avoir effet aux dates qui seront fixees apres accord entre les parties.

FAIT EN TRIPLE EXEMPLAIRE? A CASABLANCA, le 12 Avril 1944

Le Directeur p.i. de l'Hopital  
Neuro-psychiatrique  
sgn: (?)

sgd: (?)  
L'Inspecteur des Services  
de N.P. du Maroc

Le Directeur du Camp  
sgd: "M. Beckelman"

le Directeur de la S.H.



SMKEENY/rw

cc: Keeny

Hackman

Contini ~~Hodgetts~~

Hodgetts

Sorieri

Washington - confirmation

London

Cochran

Registry

DP Non Italian

5 MAY 1945

UNRRA

WASHINGTON

316 YOUR 304 RECEIVED GARBLED, ASSUME FIVE MILION ASSIGNED ITALY UNDER RESOLUTION 57 AND TWO AND ONE-HALF MILLION POUNDS FOR DISPLACED PERSONS ITALY UNDER RESOLUTION 58. PLEASE CONFIRM THAT THE TWO AND ONE-HALF MILLION POUNDS IS ADDITIONAL TO ANY QUANTITIES COMMITTED FOR DELIVERY TO AMERICAN RELIEF FOR ITALY IN U.S. FOR BUDGETING PURPOSES WIRE WHETHER, AFTER REQUIREMENTS UNITED NATIONS NATIONALS ARE MET, YOU ACCEPT OUR RECOMMENDATION THAT WE DISTRIBUTE CLOTHING FROM ANY SUPPLIES ALLOCATED ITALY TO CIVILIAN ITALIANS RETURNING FROM OTHER COUNTRIES. WE UNDEstand MILITARY GIVE RETURNING ITALIANS THIS THEATRE STATUS DISPLACED PERSONS. REQUIREMENTS RETURNING ITALIANS HEAVY AND URGENT RESPONSIBILITY IMPOSSIBLE MEET OTHERWISE.

OUR 234 ASKED FOR TEXT AND FIGURES IF ANY AGREEMENT MADE OR PENDING WITH AMERICAN RELIEF FOR ITALY AS TO DIRECT ALLOCATION TO THEM OF ANY CONTRIBUTED CLOTHING. OUR VIEW HERE ALLOCATION ABOVE EXISTING COMMITMENTS SHOULD BE MADE TO MISSION WITH US MAKING ARRANGEMENTS WITH AMERICAN RELIEF FOR ITALY AND ENDSI IF DESIRABLE. IF ANY CLOTHING IS ALLOCATED TO AMERICAN RELIEF FOR ITALY EITHER IN U.S. OR HERE PLEASE CONFIRM THAT AMERICAN RELIEF FOR ITALY SHOULD BEAR ALL HANDLING AND SHIPPING CHARGES U.S. AND HERE.

S.M. KEENY



*Secret*

*DP 2m Staff*  
Date/Time of Origin 041100A

*4 Maggio 45*

Rec'd UN/Rome 9/5/45, 14:30, by  
pouch from Caserta (Rec'd 8/5/45)

Action - Sorieri

Subject 0/4/005

Keeny

Contini

Hodgetts

Circulation - NONE

Registry Control

TO UNRRA ROME

RPT UNRRA WASHINGTON

FROM UNRRA JUGAID (FROM HALAN HALL, BELGRADE)

UNRRA/B/122. SECRET.

Your 5912 of 22 April.

1. Memo 6 April received.
2. Problem complicated as UNRRA aid to displaced persons hitherto not repeat not envisaged by us as aid for political refugees from states members of United Nations and UNRRA Council.
3. If precedent UNRRA support for these Yugoslavs accepted it logically involves UNRRA support for many further thousand Yugoslavs now in Germany but opposed present regime and for political refugees other members United Nations including hundreds thousands Poles unwilling return Poland.
4. Further difficulty is that acceptance by UNRRA of responsibility these Yugoslavs against wishes Yugoslav Government will lead not only to violent conflict between Yugoslav authorities and UNRRA with most adverse effect on work UNRRA Yugoslav mission but Yugoslav attitude will certainly find support with number other Council members with consequent serious split in Council.
5. After detailed discussion with American and British Embassies Belgrade consider decision should be postponed and Yugoslavs held provisionally in Italy in camps under military or AC control. Advantage this postponement is that it gives time for consideration on high level between major powers of general questions of (A) handing over to United Nations Governments of their nationals accused by them of war crimes (b) general disposal political refugees of United Nations nationality.
6. Suggest in any case general policy should be threshed out at next UNRRA Council.
7. Have deferred discussion on above with Yugoslav Ministry Foreign Affairs pending your reply.



*Contini*  
*D.P. - Tom Hall*

INCOMING MESSAGE  
Headquarters Allied Commission

303

MAY 02220Z

D/9596  
MAY 041010B  
ROUTINE

FROM : WASHINGTON  
TO ROME LONDON

IN CLEAR.

Addressed to Rome as 303 02220Z repeated London as 1104. Rear  
270.

1. For reasons stated para 2 and pending receipt further and  
specific instructions do not proceed with plan commence care on 7 May  
Displaced Yugoslavs excluded by Yugoslav Government.

2. Problem of care Displaced Persons in ex enemy territory  
without the agreement of the Government of which they are nationals  
involves most serious policy considerations and raises questions much  
broader concern than those involved immediate difficulty of caring  
for the small group mentioned your cable. Sheet 2/40

Situation being given most careful consideration here. Admin-  
istration policy will be cabled you within few days. It is possible  
that policy determination will not reach you by 7th May am asking you  
proceed as indicated in para 1.

Rec'd UN/Rome 4 May 45, 16:00

ACTION - SORIERI  
SUBJECT - 0/4/005

Contini  
Keeny  
Hodgetts  
Cochran  
Circulation  
Registry Control



T r a n s l a t i o n

Embassy of the French Republic  
in Italy.

Rome, 1st May 1945.  
Ref. No. 418.

Dear Sir,

You were good enough to inform me in your letter of 26th March that the services of UNRRA would soon be ready to assume the charge of maintaining and assisting displaced persons belonging to the Allied Nations now taking refuge in Italy.

I warmly appreciate the importance of this offer and have charged the head of our Mission for repatriation in Italy to get in touch with Mr. Rosen in order to obtain from him certain details on some particular points.

On my part, I have informed the French Government of your proposals and hope to be able to let you know shortly the decision it takes regarding the eventual application of this plan in Italy.

Yours etc.

(Signature indistinct.)

Mr.S.M. Keeny,  
Chief of the Italy Mission,  
Rome.

Cc to Sorieri (2)  
Registry (2)  
Keeny—

(Translated  
S.S.)

5/7 Continui

R-632

D P Ton Italian  
Continui

Sorieri Rosen (1)  
Continui  
7/6 8m1c



AMBASSADE

DE LA RÉPUBLIQUE FRANÇAISE

EN ITALIE

Rome, le 1er Mai 1945

418

Monsieur,

Vous avez bien voulu me faire savoir, par votre lettre du 26 mars, que les services de l'UNRRA seraient bientôt prêts à assumer la charge de l'entretien et de l'assistance des ressortissants appartenant aux nations alliées réfugiés en Italie.

J'ai vivement apprécié la portée de cette offre et j'ai aussitôt chargé le chef de notre Mission de rapatriement en Italie d'entrer en contact avec M. Rozen, afin d'obtenir de lui certaines précisions sur quelques points particuliers.

De mon côté j'ai saisi de vos propositions le Gouvernement français et j'espère pouvoir vous faire part

Monsieur S.M. KEENY  
Chef de la Mission de  
l'UNRRA en Italie  
ROME

- 3 MAG 1945

*Par translation  
à Sorelli (2)  
& Repetti (2) and  
Keeny*

R-632  
3/5



assez prochainement de la décision qu'il prendra en ce qui  
concerne l'application éventuelle de ce plan à l'Italie./.

Veillez agréer, Monsieur, les assurances de  
ma considération la plus distinguée.

Monsieur,

*Handwritten signature: M. J. J. J.*

Monsieur J. M. J. J.  
Chef de la Mission de  
l'UNRRA en Italie



TELEGRAM SENT ON 1st MAY 1945

JP-  
non 25

TO : WASHINGTON

NO. 528

KHYD FROM CAIRO 528

YOUR 469 FOLLOWING IS EXTRACT CABLE RECEIVED FROM ISTAMBUL QUOTE

1. THE CLAIMS OF TURKISH NATIONALITY OF 115 MEMBERS OF SUBJECT GROUP ARE UNDER EXAMINATION AND CONSIDERATION BY TURKISH AUTHORITIES. PENDING FINAL DECISION THEY HAVE BEEN ALLOWED TO LAND AND ARE CONFORTABLY LODGED IN HOTELS, TO WHICH, HOWEVER, THEY ARE CONFINED. REMAINDER OF GROUP PERMANENTLY ADMITTED TO TURKEY UPON ARRIVAL.

2. NO PLANS ARE UNDERWAY AS YET TO SEND GROUP TO PALESTINE UNQUOTE. JDC REPRESENTATIVE NOW CAIRO EX ISTAMBUL BELIEVES GROUP WILL EVENTUALLY BE ALLOWED REMAIN TURKEY.

JDC REPRESENTATIVE NOW ISTAMBUL GIVING PROBLEM CLOSEST ATTENTION.

DO NOT BELIEVE OUR ASSISTANCE WILL BE REQUIRED. REPEATED BY BAG 312 TO LONDON 80 TO ROME 152 TO CASERTA.

R.J. YOUNG IN/RR  
1st May 1945

Rec'd UN/Rome 23 1945 May 12:00

ACTION - SORIERI  
SUBJECT - O/4/005  
Continued ✓  
Keeny  
Hodgetts  
Cochran  
Circulation  
Registry Control

Rec'd as confirmation copy

*Contin*

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Italian Mission

MEMORANDUM

30 April 1945

TO: H. Montgomery  
Director,  
FROM: A.A. Sorieri, Displaced Persons Division

In confirmation of our conversation of today, no articles of food or clothing are to be issued except in accordance with established procedure to persons certified as eligible for UNRRA Non-Italian Displaced Persons food and commodities through the 7, Via Toscana office.

In the event transfers of food or other commodities are requested by other Divisions of UNRRA, or to Italian refugee program, the request must be approved either by Mr. Sorieri or Mr. Ratay. In no instance are we locally authorized to arrange such transfers or issuance of commodities to other Divisions of UNRRA without Mr. Sorieri's or Mr. Ratay's approval. In all such instances the approved transfer request should be presented to you in writing, in duplicate, and duplicate receipts for such goods must be signed by a representative of such UNRRA Division. One copy of the request for the transfer and one copy of the receipt will be retained in your office and one copy should be routed to Room 19-A, attention Mr. Ratay, for the Non-Italian Displaced Persons Office files.

HM/DB

cc: Keary  
Ratay  
Hideo  
Sorieri  
Marandich  
Contini  
Reckie  
Hickman  
Holgetts  
Barnister  
Registry  
DP



UNRRA - Italian Mission

MEMORANDUM

27 April 1945

TO: Helen Montgomery  
FROM: Maurice Rosen  
SUBJECT: Informal discussion Assistance Office Problems  
with Soviet Consu Privaloff

Discussed recent accord between Assistance USSR and UNRRA Italian Mission regarding Soviet displaced persons in Italy. (UNRRA not authorized assist Soviet citizens. UNRRA may assist stateless Russians without any responsibility on the part of USSR). However, there is a middle group being considered by USSR for citizenship who are in a sense not included in either of these groups. Consul recognized existence of this group and stated quite informally that it might be useful for UNRRA to assist medical cases in this group. Suggested the name of one of their number who is presently unofficially caring for this group with certain rations available to the Soviet mission. However, these rations are not sufficient.

Consul declared he would be happy to discuss these cases with us at any time. He felt that UNRRA should not help this group indiscriminately since certain of their number may not be bona fide anti-Fascists or persons who have suffered persecution in favor of United Nations. He agreed that cases of Jews persecuted because of Nazi racist theories regardless of previous nationality status, seemed clearly to be eligible for UNRRA assistance.

Consul stated he would be happy to participate in a committee set up to discuss these and similar problems. (He speaks only Russian.)

cc: Contini  
Sorieri

R-718

To: Mr. S. M. Keeny.

17 April, 1945.

From: P. Contini.

Before I left Washington, Mr. Cooley raised the question of currency conversion. He suggested that you send to Headquarters a concrete recommendation on the Italian Mission's attitude towards this problem.

As a suggestion, Cooley said that it might be advisable not to undertake to convert the foreign currency owned by non-Italian displaced persons into local currency. He feels that all displaced persons in the camps should receive the same cash allowance so that no differences would arise among the refugees in the same camp. If the refugees were allowed to dispose of their funds without restrictions, some resentment might arise and there might be an incentive to deal in the black market.

Mr. Cooley suggests that the foreign currency owned by displaced persons be put aside and that UNRRA might urge the Italian Government to exchange their currency, if needed, and to take it outside of Italy at the time of repatriation.

c.c. Sorieri

" Sorieri for Varrichione.



21/4

Continue

from Rv

late



BRITISH EMBASSY,  
ROME.

77/51/45

14th April, 1945.

*Continued  
for file*

*Dear Mr. Keeny*

I write to acknowledge with thanks receipt of your letter of the 11th April, in which you sent me, as representative of Egyptian interests in Italy, copy of a memorandum on assistance to non-Italian displaced persons in Italy.

2. The question as a whole has been taken up with the Foreign Office and I will in due course let you have the decisions of the Governments concerned.

*Yours sincerely*

*David Charles*

S.M. Keeny Esq.,  
United Nations Relief and  
Rehabilitation Administration,  
ROME.

*cc Sorien (2)  
Registry (2)  
Keeny*

APR 17 REC'D

*17 APR 1945*

*R-334*



R. P. man Ital. A529

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

10 APR 1945

Mr. S. M. Keeny  
Chief of Italian Mission  
United Nations Relief & Rehabilitation  
Administration  
c/o American Consul  
Rome, Italy

Dear Mr. Keeny:

Subject: Assistance to Non-Italian Displaced Persons

This is in answer to Alex Hawes' memorandum of 24 February 1945.

I think it is proper to consider that the requests which we have received from various European governments for UNRRA assistance in caring for their displaced nationals during the period of military responsibility cover the operations in Italy for the benefit of those nationals at the present time. If, at some future date, it becomes clear that the period of military responsibility in Italy has ended, we can then approach the various governments for such further requests as may be necessary.

I agree with the position taken concerning the proposed agreement between UNRRA and SACMED. The agreement with SHAEF, which is the model for the agreement with SACMED, sets up a relationship of agency, and is not appropriate in areas where UNRRA is spending its own funds for operating expenses, as in the southern Italian camps after the transfer of financial responsibility has been accomplished. I think that the positions of UNRRA and SACMED can be reconciled by conceding that the military for the present retain ultimate responsibility for the care of United Nations displaced persons in Italy, at the same time maintaining that UNRRA acts autonomously in operating the southern Italian camps, with the relationship of an independent contractor to the military authorities. The purpose of the proposed agreement with SACMED was to define our relationship to the military in areas under direct military control, such as the area directly behind the front lines in Italy and the territory of Austria when it is brought under military occupation. In "King's Italy", including the areas where the southern Italian camps are now located, our relationship would seem to be defined already by AFHQ Administrative Memorandum No. 6 and the transfer memorandum.

Sincerely yours,  
FOR THE DIRECTOR GENERAL  
*G. H. Feller*  
A. H. Feller  
General Counsel

45 cc: Soneri (2)  
Keeny (2)  
Reg (2) *make copies*  
Hodgson  
25 APR 1945  
P-471



Mr. Hawes

Mr. Menshikov for Mr. Feller

A.B.Hawes through Mr. Keeny.

24 February, 1945.

Assistance to non-Italian Displaced Persons.

1. I am delighted to have your letter of 9 February, which gives us precise information concerning the status of requests of various of the United Nations for UNRRA's assistance in caring for their displaced nationals.
2. Your letter raises, however, several small questions on which I would like your advice. The request quoted, which was obviously designed to cover the operations of UNRRA in Germany ~~and in the battle zones of north-western Europe~~, speaks of cooperation with the military authorities during the period of military responsibility. It might well be argued that the period of military responsibility has ceased in that part of Italy which is sometimes called "King's Italy". Even if it has not already ceased in this field, the time is probably fast approaching when it will be difficult to claim that the military retain responsibility in part or all of this country. At the present time, however, I shall interpret the request as covering our operations here.
3. This question is related to a question which has arisen in connection with the drafting of the proposed agreement with AFHQ. I am enclosing a copy of the draft prepared by me, which is almost, word for word, the agreement with SHAEF, except that I have added paragraph 7. I inserted this provision, because I considered that our relationships in the areas referred to would be governed by Administrative Memorandum No. 6 of AFHQ and the proposed agreement with the Italian Government. In discussions at AFHQ this week, however, I found that they wished to cut down the exception in paragraph 7 so that the agreement would apply to the Southern Italian camps so long as they remain a "military responsibility".
4. I am temporarily resisting this proposal on the ground that the provisions of the agreement, particularly paragraph 5, are appropriate only where UNRRA is acting as agent for the military. Our position has been that in the Southern Italian camps, after the transfer of responsibility, including financial responsibility, we shall be acting autonomously and not as military agents. If this position has to be fitted into the language of the request quoted in your letter of 9 February 1945, I would call it the position of "cooperating with" the military authorities.



5. The other alternative, which becomes more attractive as the negotiations with the Italian Government drag on, is that the transfer of administrative and financial responsibility may never take place, thus saving us all the operating expenses of the Southern Italian camps.

6. Finally, I should like to ask about the statement in the last paragraph of your letter, that "the great majority of such displaced persons are from non-paying countries". I take it that your letter meant that the countries from which the displaced persons come will eventually be declared non-paying. So far as we have received any information to date, it is that only Greece and Italy have been declared non-paying countries. I hope, ~~though~~, that we can be informed immediately when others are added to the list.

ABHAWES/mds

c.c. Keeny  
Hawes ✓  
Cochran  
Registry (2)  
Washington  
London

# Questions on Plan of Assistance to

non-Soviet DP outside of camps.

- 1) Has the plan been approved by Washington? ✓
- 2) Has it been approved by the military? (Res. 57) ✓
- 2) Has the Slovak govt. been informed ~~and~~  
~~has it approved~~ the plan? ✓
- 3) Has "agreement with the govt. of the  
country of which they are nationals" being  
secured? (Res. 57) ✓
- 4) Are the "paying" countries charged  
for the expenses in foreign currency? ✓
- 5) Are we giving assistance only to nationals  
of "non-paying" countries or also of paying countries?  
If the latter, have we received formal request  
by the govt. involved, as is established in  
the letter from Kerry to Sir Noel Charles? ✓



BOARD OF ECONOMIC WARFARE

OFFICE OF THE EXECUTIVE DIRECTOR

WASHINGTON, D. C.

## UNRRA ITALIAN MISSION HEADQUARTERS

BUCK SLIP 31 MAR 1945

Date:

FROM ROOM TO

~~Chief of Mission~~ 13 ☒ *Small*

Asst. Chief of Mission 13

Special Asst. to Chief

Legal Adviser 11

Public Info. Adviser 4

Financial Adviser

Supply Division 65

Welfare Division 5

Health Division 26

Disp. Persons Division 19

Finance &amp; Admin. Div. 27

..... *Blade* 2

.....

.....

☒ Registry 9

FOR:

Appropriate Action

Circulate &amp; Initial

Remarks/Recommendation

Information

See Me

Noting &amp; Return

Signature

File

Suspend to

Clerical Staff

Remarks:



0/1/001



77/40/45

The British Embassy,  
ROME.

29th March, 1945.

Dear Mr. Keeny

I write to acknowledge with thanks receipt of your two letters of the 26th March, in which you sent me, in my capacity as Representative of the Governments of Canada, the Union of South Africa, Australia, New Zealand and India, copies of a memorandum on assistance to non-Italian displaced persons in Italy.

Yours sincerely

*Forster*

S.M. Keeny, Esq.,  
United Nations Relief &  
Rehabilitation Administration,  
ROME.

31 MAR. 1945

R-140

MAR 30 RECD

W/ha

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Italian Mission

26 March 1945

His Excellency Sir Noel Charles  
British Ambassador  
British Embassy  
Via XI Settembre  
Rome

Your Excellency,

As you know, the United Nations Relief and Rehabilitation Administration has responsibility for the maintenance and care of displaced persons of United Nations nationality and other, as indicated in the attached material: Assistance to Non-Italian Displaced Persons Outside Camps. The Administration is now prepared to assume this responsibility in Italy.

At present this program is on a cash assistance basis; all cash assistance to non-Italian displaced persons under this program will be charged to funds available to UNRRA in Italy and as such will not represent any indebtedness or obligation either on the part of the individual recipient or on the part of the mission or government represented by such a mission.

As rapidly as possible and to the greatest extent possible, we plan to substitute assistance in kind for cash assistance. Since the Dominions of Canada, Australia, New Zealand and the Union of South Africa have not been classified as "non-paying" countries under Resolution 14 of the UNRRA Council and are therefore generally expected to pay for the cost of assistance furnished by UNRRA, UNRRA may possibly claim reimbursement of the cost, incurred in foreign exchange (dollars or sterling), of supplies furnished in accordance with this plan to the Dominions' displaced nationals in Italy. Whether this claim will be made depends upon an interpretation of certain language in Resolution 57 of the UNRRA Council, which up to now has not been definitely settled.

The inauguration of the assistance plan has been scheduled to provide for the orderly transfer and development of the program. Accordingly, effective immediately, all apparently eligible needy individuals possessing United Nations nationality and residing in Rome and vicinity may be referred by the respective national Missions to the UNRRA assistance office. This office, at least temporarily, will be located at Via Toscana 7. All applicants in this group found to be eligible



for assistance will receive grants on a monthly basis in accordance with the established rate beginning with the month of May 1945.

During the month of April we will forward to the various participating national missions the scheduled time at which the UNHRA assistance plan will become effective in all parts of Italy outside of Rome and the addresses to which persons in these outlying areas should be referred.

Heretofore assistance payments to nationals of some of the United Nations had been made through the D.P. & R.C. of the Allied Commission. Although these payments will be discontinued at the time the UNHRA assistance program becomes effective, this will not affect the nationals of the Dominions' Governments. If, however, the Governments of Canada, Australia, New Zealand and the Union of South Africa wish to have UNHRA assume this responsibility with respect to their displaced nationals in Italy, we shall be glad to do so upon receipt of their request. Such a request could be in the following form:

"On behalf of the Government of \_\_\_\_\_, we request UNHRA to include our nationals among the persons for which it will provide care in Italy in accordance with Resolution 57 and other resolutions of the Council."

We will appreciate the Dominions' continued cooperation in this project. We will welcome any inquiries or comments from them, and trust that in the very near future we can establish personal contacts to our mutual benefit.

Assuring you of our highest esteem,

Sincerely yours,

S. H. Keeny  
Chief, UNHRA Italian Mission

Attachment:

Assistance to Non-Italian Displaced  
Persons Outside Camps

cc Keeny  
Ratay  
Registry (2)  
D.P. File

Hh w

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Italian Mission

26 March 1945

His Excellency Sir Noel Charles  
British Ambassador  
British Embassy  
Via XX Settembre  
Rome

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As rapidly as possible and to the greatest extent possible, we plan to substitute assistance in kind for cash assistance. Since India has not been classified as a "non-paying" country under Resolution 14 of the UNRRA Council and is therefore generally expected to pay for the cost of assistance furnished by UNRRA, UNRRA may possibly claim reimbursement of the cost, incurred in foreign exchange (dollars or sterling), of supplies furnished in accordance with this plan to India's displaced nationals in Italy. Whether this claim will be made depends upon an interpretation of certain language in Resolution 57 of the UNRRA Council, which up to now has not been definitely settled.

The inauguration of the assistance plan has been scheduled to provide for the orderly transfer and development of the program. Accordingly, effective immediately, all apparently eligible needy individuals possessing United Nations nationality and residing in Rome and vicinity may be referred by the respective national Missions to the UNRRA assistance office. This office, at least temporarily, will be located at Via Toscana 7. All applicants in this group found to be eligible for assistance will receive grants on a monthly basis in accordance with the established rate beginning with the month of May 1945.



During the month of April we will forward to the various participating national missions the scheduled time at which the UNRRA assistance plan will become effective in all parts of Italy outside of Rome and the addresses to which persons in these outlying areas should be referred.

Heretofore assistance payments to nationals of some of the United Nations had been made through the D.P. & R.S.C. of the Allied Commission. Although these payments will be discontinued at the time the UNRRA assistance program becomes effective, this will not affect the nationals of India. If, however, India wishes to have UNRRA assume this responsibility with respect to its displaced nationals in Italy, we shall be glad to do so upon receipt of its request. Such a request could be in the following form:

"On behalf of the Government of \_\_\_\_\_, we request UNRRA to include our nationals among the persons for which it will provide care in Italy in accordance with Resolution 57 and other resolutions of the Council."

We will appreciate India's continued cooperation in this project. We will welcome any inquiries or comments from India, and trust that in the very near future we can establish personal contacts to our mutual benefit.

Assuring you of our highest esteem,

Sincerely yours,

S. E. Keeny  
Chief, UNRRA Italian Mission

Attachment:

Assistance to Non-Italian Displaced  
Persons Outside Camps

VER/IP  
cc Keeny  
Ratay  
Registry (2)  
D. R. Ellis



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION.

Italian Mission.

ASSISTANCE TO NON-ITALIAN DISPLACED PERSONS OUTSIDE OF CAMPS.

The following is intended to provide detailed description of the plan of assistance and also to serve as a manual to those directly concerned with the operation of the plan.

I. Purpose of Plan:

The purpose of the plan is to discharge in Italy the displaced persons function of UNRRA with respect to non-Italian displaced persons. These responsibilities are covered by Resolutions of the Council at the First and Second Sessions; the specific Resolutions - Nos. 10, 57, 60 - together with reports of Subcommittee 4 of committee IV (First Session) and reports of the Standing Technical Committee on Displaced Persons, describe in detail the categories of displaced persons and the extent of operations with which UNRRA is at present authorized to deal. The details on the categories of displaced persons and on the extent of operations are given elsewhere under appropriate sections of this plan.

In presenting this plan UNRRA in reality assumes the operation of functions formerly performed through financial assistance programs of several National Missions, the Inter Governmental Committee for Refugees, the Displaced Persons and Repatriation Sub-Commission of the Allied Commission, and the Allied Financial Agency.

II. General Description and Organization:

Assistance payments out of funds available to UNRRA in Italy will be made to designated categories of displaced persons in need of such assistance, under uniform standards and procedures. Although financed by UNRRA, the administration of the plan will be carried on through attachment of personnel to existing agencies and when necessary, particularly in large cities, through direct operation of assistance offices. The staff concerned with the administration of this plan of assistance, wherever located, is employed and paid by UNRRA and is subject to supervision by UNRRA through its designated representatives.

III. Persons Eligible for Assistance:

Assistance under the program for non-Italian displaced persons is granted on the basis of need to United Nations nationals and other persons as described below, who are displaced as a result of the war.

A "displaced person" is one who has been obliged to leave or has been deported from his country, or his home, or his place of origin or former residence.

"Displacement" is not only movement from one country to another, but also movement within the same country and possibly even within the same city or town.

The displacement in turn must be "as a result of the war" and must have occurred on or after 1 September 1939.

Assistance under this plan will be given to non-Italian displaced persons who are:

(1) United Nations Nationals displaced as a result of the war and found in Italy.

/ (2) United Nations.....



- (2) United Nations Nationals found in Italy who are, or have previously been, prisoners of war, if designated by their governments for assistance.

United Nations Nationals are nationals (including citizens and subjects) of the following countries:

Australia	Ethiopia	Nicaragua
Belgium	France	Norway
Bolivia	Greece	Panama
Brazil	Guatemala	Paraguay
Canada	Haiti	Peru
Chile	Honduras	Philippines
China	Iceland	Poland
Columbia	India	Union of South Africa
Costa Rica	Iran	Union of Soviet Socialist Republics
Cuba	Iraq	United Kingdom & Colonies
Czechoslovakia	Liberia	United States of America
Dominican Republic	Luxembourg	Uruguay
Ecuador	Mexico	Venezuela
Egypt	Netherlands	Yugoslavia
El Salvador	New Zealand	

Examples:

A Czech citizen escaped from Czechoslovakia early in 1939 and went into Florence, Italy. Subsequently in 1942 he was obliged because of the war to leave Florence and came into Rome. He is eligible to assistance by virtue of his displacement from Florence to Rome, which occurred after war began.

An American citizen living in Rome Italy since 1920 is forced as a result of the war to leave Rome in 1942 and moves to Florence. He is eligible to assistance by virtue of his displacement from Rome to Florence.

On the other hand had the above Czech citizen escaped into Florence early in 1939 and remained in Florence to this date, he would not be eligible since he was not displaced as a result of the war, that is since 1 September 1939. Had he, however, been obliged to move even within Florence, as a result of the war, he would be eligible because of this displacement. The same variations would of course apply to the American citizen, or to any other United Nations Nationals.

- (3) Persons who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom by action of the enemy, because of their race, religion or activities in favor of the United Nations and found in Italy.

These are United Nations Nationals as well as persons of "other than United Nations nationality" - including "stateless" by virtue of the fact that their citizenship may have been revoked - obliged to leave their country or place of origin or former residence or deported therefrom by action of the enemy because of their race, religion, or activities in favor of the United Nations. Accordingly all persons of Jewish faith escaped, or deported, or obliged to move from their domiciles, are eligible for assistance under this plan providing that a displacement occurred on or after 1 September, 1939.

Examples:

A former German citizen driven out of Germany by Nazi persecution in 1934 moved into Austria. In 1938 he was forced to move again and went into Yugoslavia. From there he escaped persecution in 1944 and came to Italy. Such person is eligible to assistance, if in need, since there occurred a displacement after 1 September, 1939. Had the same person moved in 1934 directly from Germany to Italy and was not obliged to move within Italy at all, he would not be eligible since no displacement occurred on or after 1 September, 1939.

/ (4) Stateless persons.....



- (4) Stateless persons who have been driven from their previous places of settled residence as a result of the war (but not because of their race, religion, or activities in favor of the United Nations) and found in Italy.

These persons differ from the United Nations Nationals only by virtue of the fact that they possess no nationality; they include people who have had no nationality since before the war or lost it since the war. They would be eligible for assistance if displaced as a result of the war.

#### IV. Places and Method for Application for Assistance:

All persons believing themselves to be eligible and in need of assistance will make applications at the places designated for this purpose, at which they will signify that they wish to apply for UNRRA assistance and will be interviewed by designated UNRRA representatives.

There will be a special UNRRA assistance office in Rome to which all applicants residing in that city or immediate vicinity, will be referred.

At future dates representatives will be established in other cities. Outside of Rome, these representatives will be attached as much as possible to organizations already operating in one or another phase of the field of assistance to refugees and displaced persons. Such organizations as Delasem, IGCR, AJDC and others will be utilized and representatives will be attached to them to handle the operations under this plan.

The list of places at which to make application, together with the names of the individuals under whose direct supervision the program will be operated, will be furnished later. Changes and additions to the lists will be made as required.

In forward areas applications will be collected as soon as circumstances permit again through the existing agencies; on an emergency basis, with subsequent definite arrangements through the designated representatives of UNRRA.

Any United Nations National or other displaced person eligible to and in need of assistance should be referred for application either to the established UNRRA office, or to the A.C.-D.P. & R. Sub-Commission, Delasem, or Regional or Provincial Welfare Officer, where they will obtain the necessary directions.

#### V. Standards of Assistance:

The present plan of UNRRA Assistance is expected to cover costs of basic primary items of food, rent, fuel and miscellaneous living expenses. (Provisions for UNRRA assistance for those in need of medical care will be dealt with separately.)

In order to establish the right of the individual to receive UNRRA assistance as a needy person and in order to determine the amount of assistance to which the applicant is entitled, an interview shall be arranged. A representative of UNRRA will interview the applicant for assistance prior to the granting of assistance and periodically thereafter at specified intervals. Assistance is granted on a uniform basis to all needy persons falling within UNRRA's definition of displaced persons, United Nations Nationals or others, in accordance with the following provisions:

A scale of assistance shall be computed for various localities or areas in Italy; the scale will be related to the costs of living in such areas or localities. This scale will be reviewed periodically to provide an opportunity for revision in accordance with changes in costs of living. Since the scale is subject to periodical review it is attached as a separate document.

/The scale of assistance.....



The scale of assistance will provide a specified sum for single individuals and specified sums for families of given sizes. The sums for various sized family units are based upon the number in the family and the computed increased costs per additional individual in the family unit. The scale of assistance will be the maximum allowable to an individual or family, and is subject to deduction of income available to the individual or family.

Earnings: Wages or salaries received in a family by members who may be working are subject to deduction from the total allowable to the family unit under the scale. However, of the total earnings 500 lire each month per person employed is considered exempt and is not deducted. All additional earnings will be deducted. If the total of deductible earned income equals or exceeds (either by itself or in combination with other income or resources) the amount allowable to the family under the scale, the family will be determined to be ineligible for UNRRA assistance. If the total of deductible earned income (earnings) is less than the amount allowable to the family under the scale and there is no other income or resource, the family will be determined to be eligible to UNRRA assistance in the amount of this deficit.

Cash on Hand: If the family or single individual possesses cash on hand, negotiable securities, or savings, in an amount which is less than twice the monthly amount allowable under the scale for the particular family unit, and if the individual or family possesses no other deductible income, the individual or family will be determined as eligible for UNRRA assistance in accordance with the scale. If the family or single individual possesses cash on hand, negotiable securities or savings, or other income or resources, in an amount which exceeds twice the monthly amount allowable for the particular family unit, the family or individual will be considered ineligible for UNRRA assistance, at least for time being.

All other income or resources: Unearned income, or income from property and/or stocks and bonds, or payments from other sources, will be deducted in full from the total allowable to the family unit under the scale. If the unearned income exceeds the amount the scale provides for the particular sized family unit, the family will be determined to be ineligible for assistance. If the unearned income is less than the scale provides for the particular size family unit and there is no other income or resource, UNRRA assistance may be granted in the amount of the difference between the income and the UNRRA scale.

## VI. INSTRUCTIONS AND STEPS FOR OPERATION

The preceding sections described the plan in general terms and provided details regarding the eligibility and the determination of need for assistance under this plan. This section is intended to serve as a detailed guide in the steps necessary to bring the plan into effect in relation to each individual applicant.

### 1. Determination of Eligibility and Need.

The first point in the interview must serve to determine whether or not the applicant is a person eligible to the benefits of this plan. This determination will be made on the basis of the criteria given in detail in section III above; only those persons designated therein as eligible may receive assistance under the plan, if found in need. Persons not found eligible in accordance with section III may not be granted assistance under this plan, regardless of the urgency or extent of their need. Such persons should be aided as much as possible by being directed to any source available to them. In order to improve the plan, however, it is advisable that a brief record of all rejections be maintained giving enough detail of the situation to make analysis of the actual reasons and circumstances. Only in this way will it be possible to correct the plan and assure inclusion of eligible persons who may have been overlooked under the present interpretation.

The eligibility in some instances may be determined without the preparation of the application, but in many instances the application will have to be prepared before it is discovered that the person is not eligible under the criteria set in section III.

/For each person.....



For each person deemed to be eligible, the regular application will be prepared. By obtaining from the applicant all of the information called for on the application it will be possible to determine not only eligibility, but also whether or not the applicant is in need, and what amount of assistance can be granted. It is essential that the detailed instructions for the preparation of the application be followed and that an answer is provided to each item appearing on the application form.

The amount of assistance to be granted on a monthly basis will be determined on the basis of the information obtained on the application, and on the basis of the criteria set forth in section V. These principles will be then related to the scale of assistance which is incorporated in the attached "Special Instructions". These are provided separately because they cover the points which vary from locality to locality.

## 2. Payment of Regular Grants.

After determination of the amounts of regular grant to which the applicant was found eligible, the worker must comply with the procedures given below in order to assure that the applicant will receive the grant. Payments will be made once a month, for the month, in cash at the designated branch of the Bank of Italy in the city designated on the certificate. Such payments will be made only upon presentation of the certificate at the bank, by the person to whom the certificate is issued.

Accordingly the interviewer must prepare the certificate in accordance with the detailed instructions attached. The person to whom the grant is authorized must be told that payments will be made only upon the presentation of the certificate at the Bank; only in the amount specified on the certificate, and that the signature shown on the certificate as that of the "person to whom grant authorized" will be compared with the signature which the Bank will require at the time payment is made.

## 3. Payment of Emergency Grants.

The regular grants described above will be on a monthly basis and as indicated on the certificate, will be paid "monthly thereafter until changed or revoked". In this way regular assistance is assured. There will be times, however, when conditions of the applicant make it necessary to secure assistance almost immediately, and when the applicant cannot wait until the regular grant is paid at the bank. Since the regular grants will be paid only during stated periods of each month (see Special Instructions) and not before, it may be necessary to provide partial emergency payment to enable the future recipient to wait his regular grant. There may also be other needs unforeseen perhaps at the time the amount of the regular grant was determined, for which an emergency payment will be necessary.

Although emergency payments should be provided when needed, they should be utilized only when absolutely necessary. The amount of the emergency payment authorized to any one family unit or individual, can in no event exceed the monthly maximum allowable to such family unit or individual under the Scale of Assistance. The plan is so arranged that no eligible person or family would have to wait for the payment of the grant for a period longer than one month, from the date of application. Accordingly, emergency grants for the interim period cannot exceed the maximum monthly scale; in most instances when it is necessary to furnish emergency grants at all, it will be necessary only for a part of a month. The size of emergency grants will be determined on the basis of the number of weeks between the date of authorization of the emergency payment and the first day of the month for which regular grant is provided. Each completed week will be considered as equivalent to one-fourth of the authorized regular monthly grant. An example will illustrate the determination of size of emergency grant prior to receipt of regular grant:

Assume that in the given area payments for the month are made from the 15th of the month; that the applicant applied on the 5th of May and that he was found to be eligible to receive lire 4000 per month. Obviously, the first month for which the applicant will receive the regular grant will be June. Since there is a need for immediate assistance, emergency payment will be made from 5 May to 31 May, or for three completed weeks. Accordingly, the payment would be three-fourths of lire 4000, or lire 3000.

/The places at which.....



The places at which emergency payments are made vary by locality. In some areas there will be a designated Finance Officer, while in others, the payments will be made out of local "impressed accounts". The information on the place of payment in your area is found in the "Special Instructions".

Regardless of locality the method of making emergency payments is the same, namely, through the medium of the "Payment Voucher". A sample of this form and the detailed instructions for its preparation are attached. These instructions must be followed in order to secure the payment of an emergency grant.

The following will be found attached to each set of material furnished to each interviewer or worker, and comprise a part of the instructions necessary for operation of this plan:

1. Instructions for preparation of the application.
  - 1a. Application form - sample.
2. Special Instructions (for applicable locality).
3. Instructions for preparation of grant certificate.
  - 3a Grant Certificate form - sample.
4. Instructions for preparation of Payment Voucher for emergency grants.
  - 4a Payment Voucher Form - sample.

17th February 1945.

C O P Y

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ

25 March 1945

*Haines*

M.A. Menshikov, Director  
Bureau of Areas, UNRRA  
1344 Connecticut Avenue  
Washington, D.C.

Dear Mr. Menshikov:

At the last meeting of the Advisor Committee on Displaced Persons and Refugee of the Mediterranean Theater, the following resolution was passed.

"The problem of currency conversion for Displaced Persons of the United Nations is an integral part of the greater problem of the resettlement, repatriation and rehabilitation of Displaced Persons,

"The solution to the problem of currency conversion requires that it be handled by an organization whose operations and objectives are sufficiently wide in scope and which possesses sufficient foreign exchange credits to purchase the currencies held by the displaced persons under consideration.

"During the past year there have been movements of displaced persons exItaly under Allied supervision, across international frontiers. Another projected movement is scheduled to take place in the immediate future. These movements emphasize the need for a currency conversion program. Hitherto the matter has been handled on a limited ad hoc basis requiring the purchase of currency holdings by a single private, philanthropic agency.

"Manifestly such an ad hoc arrangement cannot be made in respect to all movements throughout the world.

"The agencies in this Theatre who have had occasion to consider this problem believe that UNRRA is the logical organization to assume the responsibility for Currency Conversion for displaced persons. If the UNRRA charter, and subsequent resolutions, are not sufficiently wide in scope to include this function in its program, the Advisory Committee for Displaced Persons and Refugees, MTO, recommends that a study of the problem in all of its ramifications be made by UNRRA to be presented for consideration at the next general meeting of the UNRRA Council."

In connection with this resolution, the writer as Chairman suggested that members of the Committee having any pertinent information or any suggestions to offer should submit a written memorandum to the Secretariat so that all available data may be ultimately transmitted to UNRRA.



I have delayed sending this resolution on with the thought that some time should be permitted for the furnishing of any suggestions. However, up to date none have been submitted.

Both Mr. Keeny and myself pointed out the potential magnitude of the task embodied in this resolution. However, we felt that it was entirely appropriate to have this submitted to the Director General and, if he thought it advisable, to the Council, for consideration.

Sincerely yours,

R.L. Cochran  
Principal Representative of UNRRA  
for Liaison, Mediterranean Theatre

cc: Legal Advisor  
Keeny (2)  
Hodgetts  
Sorieri  
Registry (2)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ

25 March 1945

UNRRA Office  
G-5 Section  
SHAEP

Attention : Mr. Kittle

Dear Mr. Kittle:

The original discussions with the French Government held in Algiers with reference to the use of Philippeville camp dealt only with its use for accomodation of Yugoslavs. It was felt at this headquarters that in view of its present and prospective use for nationals other than Yugoslavs, negotiations should be had with the French Government and their approval obtained.

Under the terms of the agreement between the Combined Chiefs of Staff and UNRRA, all necessary negotiations with the French Government incident to the operation by UNRRA of the Philippeville camp were to be taken care of by the military. Some weeks ago, at my request, AFHQ requested SHAEP to make arrangements with the French Government along the above mentioned lines. A reply from SHAEP advised that they were doing so. However, no word has been received to the effect that such an agreement has been concluded.

In view of the 1700-odd displaced persons soon to be expected for accomoation at Philippeville, I wish you would take up with the authorities there the question of making arrangements with the French Government, so that there can be no doubt about their reception from the standpoint of the Government.

cc: Keeny for Sorieri



UNRRA - ITALIAN MISSION  
HEADQUARTERS  
BUCK SLIP

Date: 12 MAR 1945

*File  
Haines  
National*

FROM	ROOM	TO
Chief of Mission.....	13	1
Asst. Chief of Mission	11	
Legal Adviser.....	11	
Public. Inf. Adviser.	4	
Director of Supply...	6	
Director of Welfare..	5	
Director of Health...	29	
Director of Disp. Pers.	19	2
Principal Accountant..	27	
Administrative Officer	10	
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Registry.....	9	

FOR:

<input type="checkbox"/>	Appropriate Action	
<input type="checkbox"/>	Circulate & Initial.	
<input type="checkbox"/>	Remarks/Recommandation	
<input type="checkbox"/>	Information	
<input type="checkbox"/>	See Me	
<input type="checkbox"/>	Noting & Return	
<input type="checkbox"/>	Signature	
<input type="checkbox"/>	File	
<input type="checkbox"/>	Suspend +	
<input type="checkbox"/>	Clerical Staff	

Remarks:

*Copies to be  
made for  
Registry (2)  
Lieber  
Hodgetts  
Haines*

0/5/001

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ  
APO 512

9 March 1945

TO: S. M. Keeny  
FROM: R. L. Cochran *R. L. Cochran*  
SUBJECT: Requisitions & Rental of Villas at Philippeville Camp

With further reference to Mr. Campbell's memo to you under date of 15 February 1945 in regard to summer villas at Philippeville, this is to confirm telephone conversation to the effect that this is being worked out in a manner that I think will be entirely satisfactory.

I had a meeting this morning with several representatives of the Military mainly from the Finance and Accounts, and Claims and Hirings end. It is definitely determined that:

- (1) the requisitioning functions of the French Government will be continued, and
- (2) the Military will, jointly with the French, take care of payments until time when UNRRA may reach agreement with French for them to handle this as a contribution to UNRRA.

With reference to the latter, I suggest that Mr. Hawes might be most competent to prepare for submission to UNRRA, Washington. Within the next two days, I will expect to transmit to you extracts from cables from AFHQ files carrying pertinent information to the above-mentioned task to be performed (if you agree) by Mr. Hawes. *Hawes*

As the basis of the Philippeville transfer is contained in signals between AFHQ and CCS, I suggest we coordinate our memo to UNRRA Headquarters with AFHQ.

P.S. I am enclosing copy of the agenda for our session today, and a brief minute of the meeting (Note for The Record on Result of Meeting, Philippeville Camp, 9.3.45).

Enclosures

12 MAR 1945  
R-873  
12 MAR 1945 1



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ  
APO 512

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Enclosure 5

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
MEDITERRANEAN LIAISON HEADQUARTERS  
AFHQ

- A. Agenda for meeting convened by Principal UNRRA Liaison Representative, AFHQ, for 1130 hours on 9 March 1945.
- B. To consider requisitioning and financial responsibility in respect of Jeanne d'Arc Refugee Camp, Philippeville, North Africa.

B. Notes

1. UNRRA submits that requisitions and financial responsibility should continue a military responsibility as heretofore, and refers to the following documents in support:

Signal CCS to SACMED - SAN 342 of 1 Nov. 44, Par. A.7, B(b)  
Signal SACMED to CCS - MAY 397 of 11 Nov. 44, Par. 7  
Admin. Instruction N.A. Dist. Q 7504 of 13 Oct. 44, Par. 9

2. UNRRA requests that (1) be agreed pending reference to CCS and UNRRA HQ with a view to negotiations being initiated to transfer financial responsibility for the camp to the French Government as a member of UNRRA and for the local Administration N.A. to continue requisitioning facilities for UNRRA as presently afforded to the military.

\* In accordance with:

UNRRA Policy Resolution No. 3 - "RESOLVED That the Council recommends that member governments take such steps as may be necessary and feasible to facilitate any operations of the Administration within areas under their control, assisting the Administration in obtaining such services, facilities, and personnel as may be required to carry on such operations, and arranging to the extent possible that the Administration's expenditures for services, facilities, supplies, equipment, and personnel be minimized so that its resources may be devoted directly to relief and rehabilitation."

No. 14, Section 20 - "The Council recommends that so far as possible all expenses of the Administration within a liberated area shall be borne by the government of such area, and shall be paid in local currency made available by the government of the area or derived from the proceeds of the sale of supplies."

Distribution

Financial Advisor (Br.) AFHQ  
G-5 (F.A.) AFHQ  
J (Maint)  
Directorate of Claims and Hearings

12 MAR 1945



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ  
APO 512

9 March 1945

TO: S. M. Keeny  
FROM: R. L. Cochran  
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- (1) the requisitioning functions of the French Government will be continued, and
- (2) the Military will, jointly with the French, take care of payments until time when UNRRA may reach agreement with French for them to handle this as a contribution to UNRRA.

With reference to the latter, I suggest that Mr. Hawes might be most competent to prepare for submission to UNRRA, Washington. Within the next two days, I will expect to transmit to you extracts from cables from AFHQ files carrying pertinent information to the above-mentioned task to be performed (if you agree) by Mr. Hawes.

As the basis of the Philippeville transfer is contained in signals between AFHQ and CCS, I suggest we coordinate our memo to UNRRA Headquarters with AFHQ.

P.S. I am enclosing copy of the agenda for our session today, and a brief minute of the meeting (Note for The Record on Result of Meeting, Philippeville Camp, 9.3.45).

Enclosure 5

4. Agenda for meeting convened by Principal United Nations Representative  
at 11:30 hours on 9 March 1945.

5. To consider reorganizing and financial responsibility in respect  
of former German Refugee Camp, Philippopolis, North Africa.

B. Notes

1. UNRRA submits that regulations and financial responsibility  
should continue a military responsibility as heretofore, and  
refers to the following documents in support:

Signal 003 to 000 - JAN 362 of 1 Nov. 44, Par. 4.7, 5(b)  
Signal 000 to 000 - JAN 397 of 11 Nov. 44, Par. 7  
Admin. Instruction N.Y. 44, 47504 of 13 Oct. 44, Par. 9

2. UNRRA requests that (1) be agreed pending reference to CCA  
and UNRRA be with a view to negotiations being initiated to  
transfer financial responsibility for the camp to the French  
Government as a member of UNRRA and for the local authorities  
from N.Y. to continue reorganizing facilities for UNRRA as  
previously referred to the military.

\* In accordance with:

UNRRA Policy Resolution No. 3 - "Resolved That the Council  
recommend that member Governments take such steps as may be  
necessary and feasible to facilitate any operations of the  
Administration within areas under their control, including the  
Administration in obtaining such services, facilities, and  
personnel as may be required to carry on such operations, and  
arranging to the extent possible that the Administration's  
expenditures for services, facilities, supplies, equipment,  
and personnel be minimized so that its resources may be devoted  
directly to relief and rehabilitation."

No. 16, Section 20 - "The Council recommends that so far as  
possible all expenses of the Administration within a liberated  
area shall be borne by the Government of such area, and shall  
be paid in local currency made available by the Government of  
the area or derived from the proceeds of the sale of supplies."

Classification

Principal Advisor (Mr.) JMS

6-5 (A.V.) JMS

9 (JMS)

Directorate of Claims and Holdings

12 MAR 1945



PHILIPPEVILLE CAMP

NOTE FOR THE RECORD ON RESULT OF MEETING 9:3:45

1. After much discussion UNRRA request at B.2 agreed.
2. Military will deal with the French re requisitions and propose debiting payments against "Mutual Aid Account." Military will probably cover themselves by "chalking up" cost against UNRRA under Admin. Memo. No. 6 for the time being.
3. Campbell need have no worry over requisitions and should refer everyone to C&H (Br.) or to French Requisitioning Authorities.
4. Emphasize to Campbell that he should not consider giving up any building or land now requisitioned and should (politely but firmly) refer any owners to the C&H (Br.) or French Requisitioning Authorities.
5. UNRRA to prepare case for submission to UNRRA HQ (and CCS) and coordinate same with AFHQ (S-5).
6. J.A. Department raised question of claims under Para. 6-e of Admin. Memo. 6.

This question to be left until J.A. has had opportunity to study UNRRA Agreement with the Italian Government.

COPY

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 Connecticut Avenue  
Washington 25, D. C.

27 Feb 1945

Mr. S. M. Keeny  
Chief of Italian Mission  
c/o American Delegation  
Rome, Italy

Attention: Mr. Ned Campbell  
Acting Project Director  
Jeanne d'Arc Refugee Camp

Dear Mr. Keeny:

As the problem of the "stateless" persons becomes more and more imminent in our program, and with the increased likelihood that Philippeville may receive the bulk of stateless persons, there has been prepared at Headquarters a short study on the problem of statelessness, which is attached hereto.

There is also enclosed a summary of the information contained in the published pamphlet of the Intergovernmental Committee on Refugees of the 4th Plenary Session, August 15-17, 1944, London.

Sincerely yours,

FOR THE DIRECTOR GENERAL

Robert L. Brown  
Acting Director  
Refugee Camps Division  
Bureau of Areas

Enclosures 2



## A STUDY ON "STATELESS" PERSONS

The problem of statelessness came into prominence after the last war. Before that war, there were provisions in some countries, notably the U.S.A., where naturalization could be revoked in cases where a naturalized person ceased to maintain an attachment to his adopted country. A person so denaturalized became "stateless".

During World War I, the principal European states amended their nationality laws to include power to cancel naturalization. This was necessary because of the principle of the German Nationality Law of 1913, which enabled German nationals to preserve their nationality even after naturalization by another country. Revocation of naturalization was introduced as a penalty for bad conduct. These measures, then, created a class of stateless persons who had lost their original nationality when naturalized by another country and had failed to regain their original nationality when the acquired nationality was revoked or withdrawn.

A larger class of stateless persons was created as a consequence of the Peace Treaties after World War I which created new state boundaries, and as a result thousands were made stateless.

Operation of nationality laws in some countries, such as loss of nationality for women marrying stateless aliens, has resulted in additional classes of stateless persons. In these instances, the individual does not remove himself from the state, but the state removes itself from the individual. From this, it may be seen that all stateless persons are not refugees, nor are all refugees stateless persons. This difference has been accepted generally:

- 1) The status of a stateless person is characterized by the fact that he has no nationality; and
- 2) The status of a refugee is determined by his having lost diplomatic protection.

Subsequent to the creation of the foregoing classes of stateless persons, the following actions were taken by the following states, adding to the stateless categories:

U.S.S.R.: Decrees of 28 October 1921 and 15 December 1921 provided that Russians who had lived abroad for a period of five years and who had not by 1 June 1922 obtained a Soviet passport or a nationality certificate, or who had failed to register, would be deprived of Russian nationality. Also, all who had left Russia voluntarily after 7 November 1917 without authorization, those having taken part in military or other activities against the U.S.S.R., or whose who had failed to opt for Soviet Citizenship, were denationalized. In 1924 the earlier decrees were confirmed, and in 1930 and 1931 the provisions were extended. By these measures, practically



all Russian refugees have become stateless.

Italy: In 1926, Italy empowered its Minister of the Interior to withdraw nationality from any Italian citizen residing abroad guilty of accomplishing or any act designed to disturb public order in Italy or injure Italian interests, or diminish the reputation and prestige of Italy. This policy was revoked in 1929, and in 1932 those who had been denationalized were reinstated.

In 1938 certificates of naturalization issued to all foreign Jews after 1 January 1919 were repealed. Foreign Jews were prohibited from establishing a permanent abode in Italy, Libya or in the Aegean possessions. (Italy now has agreed to grant citizenship to Jewish refugees who have been in the country for five years and whose conduct is in accordance with the law.)

Germany: Reich law of 1933 empowered the Minister of the Interior to cancel naturalizations granted between 9 November 1918 and 30 January 1933. It was aimed chiefly at Eastern Jews, but was applied to Jews and non-Aryans, within or without Germany, unless they had been fighting with the Germans during the war, or had rendered special services to Germany. It applies also to criminals, or any person resident abroad whose conduct is prejudicial to the State or German people; or persons opposed to the National Socialist Creed. The decision of the Minister cannot be challenged and can be made to affect the spouse and children, legitimate, illegitimate or adopted. No Jew may have German nationality except those now living in Germany. Their children born after this law will be stateless. The Jews with German nationality remain German subjects, but they do not have full political rights.

Roumania: Royal Decree of 22 January 1938, question citizenship of Jews and the revision of their citizenship is being considered.

After becoming stateless, the first consideration is acquisition of some other nationality. The action taken in mass naturalization of stateless persons has been:

Greece: Greek refugees from Turkey, Russia, Bulgaria, and other countries who arrived in Greece between 1913 and 1922 were granted Greek nationality en bloc by the Greek law of 19 October 1922. Other groups of refugees outside Greece, such as those in Cyprus, were enabled to obtain Greek citizenship by applying to the Greek Consul.

Turkey: Moslem Muhajirs settling in Turkey are granted Turkish citizenship immediately. Armenian and other refugees in Syria and Lebanon and in other ex-Turkish countries were naturalized en masse. The Lousanne Treaty of 24 July 1923 provided that ex-Ottoman subjects habitually resident in the territories detached from Turkey were ipso facto to become citizens of the state to which the territory was transferred.

These are the only cases of automatic mass naturalization. The other refugees did not settle in countries with which they had a close cultural and ethnical affinity. Some of the refugees, such as the Russians in Yugoslavia or Czechoslovakia, believed that they would be able to return to Russia, and probably would not have accepted other citizenship had it been offered.

The question of mass naturalization has been limited by two factors: first, each person naturalized should be considered on an individual basis to determine the merits of the case; and second, allegiance to the nation of origin is frequently so strong that there is no real attachment to the country of haven.



Naturalization laws vary, of course, in each country, and are too complicated to detail here. However, laws based on *ins soli* (person born within a territory acquires nationality of that state) will automatically solve the stateless problem for the second generation. Those persons who are in countries governed by the *ins sanguinis* principle (such as Czechoslovakia, Switzerland, and Yugoslavia, where birth in the territory is not decisive, and nationality must be acquired by naturalization or being born of parents who are citizens) may remain stateless for an indefinite period.

The political and juridical protection of refugees has been the subject of international agreements, such as the 1928 arrangements for "Nansen" refugees and the 1936 arrangements for refugees from Germany, endeavoring to provide for the refugees to whom they apply -- a substitute for some of the constituents of nationality they have lost.

After the last war, Dr. Nansen was appointed League High Commissioner for Russian refugees. He, with a conference of government representatives at Geneva drew up an intergovernmental arrangement which provided for issue and recognition of a special identity and travel document for Russian stateless refugees. This document is commonly called the "Nansen Passport". This method was approved by 53 countries for Russian refugees, and when extended to Armenian refugees was adopted by 35 nations.

The Nansen Passport is valid for one year, without right to return to the country of issue unless expressly granted and so noted. In 1926 a supplementary arrangement provided the right of return, and was adopted by only 12 governments.

The International Convention concerning status of refugees, 28 October 1935, incorporated the provision for the Nansen Passport (Russians, Armenians, assimilated categories, and since 1935 Saar refugees). This included right of return, and was adopted by only 8 governments.

In February of 1938, provisions were incorporated into the International Convention concerning the status of refugees, to issue a travel document, similar to that for the Russians and other refugees, for the German refugees and the Austrians. This was put in force by 6 governments, but ratified by only 2 governments due to outbreak of war.

For those persons not of above mentioned groups, the Third General Conference on Communications and Transit of the League in 1927 adopted four recommendations to the governments providing for issuance of a uniform type of document known as "Identity and Travel Document".

This recommendation was adopted by 11 European and 3 non-European states. 9 governments replied they would issue to these people documents similar to the Nansen Passport, and the United States stated it would accept identity documents in lieu of passports.

#### Definitions of the term "Refugee":

According to official definitions adopted to describe him, the refugee is a person who for one reason or another is not protected by the government of the state of which he has been, or still is, a national. In international conventions and agreements dealing with the refugees the following definitions are found:

Russian Refugee: Anyone of Russian origin who does not enjoy or who no longer enjoys the protection of the Government of the U.S.S.R. and who has not acquired another nationality.



Armenian Refugee: Any person of Armenian origin, formerly a subject of the Ottoman Empire, who does not enjoy or who no longer enjoys the protection of the Government of the Turkish Republic and who has not acquired another nationality.

Assyrian, Assyro-Chaldean, and Assimilated Refugee: Any person of Assyrian or Assyro-Chaldean origin, and also, by assimilation, any person of Syrian or Kurdish origin, who does not enjoy or who no longer enjoys the protection of the state to which he previously belonged and who has not acquired, or does not possess, another nationality.

Turkish Refugee: Any person of Turkish origin, previously a subject of the Ottoman Empire, who, under terms of the Protocol of Lausanne of 24 July 1923, does not enjoy or no longer enjoys the protection of the Turkish Republic and who has not acquired another nationality.

Saar Refugee: All persons who, having previously had the status of inhabitants of the Saar, had left the territory on the occasion of the Plebiscite and were not in possession of national passports.

Refugees coming from Germany: (as expanded by the Convention of 1938):

(a) Persons possessing or having possessed German nationality who are proved not to enjoy, in law or in fact, the protection of the German government.

(b) Stateless persons not covered by previous conventions or agreements who have left German territory after being established therein and who are proved not to enjoy, in law or in fact, the protection of the German government.

Persons who leave Germany for reasons of purely personal convenience are not included in this definition.

Reservations on the above definitions were availed by Czechoslovakia and Great Britain -- the former defining Russian and Armenian refugees to persons who actually possessed Russian or Turkish nationality and lost it before 1 January 1923 and have not acquired any other nationality. The United Kingdom made the reservation that these definitions were understood by them to refer to those persons only who, at the date of ratification or, respectively, of accession did not enjoy the protection of their respective governments.

These definitions are used to distinguish refugees from other aliens. Since this was there are still numbers of groups to which this protection has not been extended, such as the Italian refugee.

After securing travel documents, the difficulty is in securing a guarantee of residence. This would imply protection from expulsion. The League and other official channels have been endeavoring to give the refugee protection from expulsion -- in which he would not find himself forcibly ejected from one country and without visas for entry into another.

Although the expression "right of asylum" is frequently used in connection with the refugee, no such right exists by law. It is a contradiction in terms. Asylum is a privilege conferred by the state; it is not a condition inherent in the individual.

The refugee, whether he enjoys League protection or not, does not enjoy the protection of the government of his country of origin. He is an alien where he resides, and as such suffers many disabilities and restrictions. These limitations vary in all countries -- and in some he is prohibited from certain trades, and his movement is restricted.



Attitude of Countries toward Refugees:

France: As her political trend is to the left, and she needs foreign labor, France before this war harbored 180,000 refugees, principally Russian, Armenian, Spanish, Italian, and German.

After the Fall of 1938, 435,000 Spaniards entered France, and there was a rush of refugees from Germany. No exact figure is available of the total number of refugees in France today.

It is generally required that new refugees entering France have a permit to enter. If his papers are not in order, he may be admitted upon proof that he is a political refugee, such as denationalization, impossibility to obtain a passport, or release from a concentration camp.

"Refoulement" or return of the refugee is rare, and he is allowed to communicate with a local committee, which studies his case and forwards its findings to the French League of the Rights of Man. If the League is convinced of the genuineness of the applicant, he is given a fiche, usually acceptable to the police. Some Jews, or forced emigrants, have been required to serve short prison sentences due to lack of papers.

For the refugees already in France, rigorous penalties were laid down for illegal residence -- forcing many to lead a clandestine existence upon their release from prison. Modifications of this law are under consideration.

To return to the Spaniards in France, there are three expedients:

- (1) Repatriation which is slow;
- (2) Absorption into French life, which is difficult due to large foreign population now resident in France; and
- (3) Emigration: There are approximately 40,000 persons for whom repatriation will be impossible. Mexico has offered asylum to some of these, but not all. In any event, France will be left with a large number who will have to be handled by international treatment -- not by France alone.

Belgium: During the period, March 1938 and February 1938, 12,000 refugees had entered Belgium, including 9,000 illegal entries. Two camps were established: one at Merxplas, near Antwerp, and other at Marneffe, near Namur. The camps were supported by private contributions.

Belgium expressed its views clearly, and the Belgium Chamber announced that Belgium would not renounce her traditional function of acting as a country of asylum.

Switzerland: Adopted a policy of restricting admission to refugees whose residence was likely to be more than temporary. Switzerland could only provide temporary refuge for fugitives who were moving on elsewhere, as it was financially unable to do otherwise. There were fifteen camps in northern and eastern Switzerland in 1939, and about 10,000 refugees.

Great Britain: Is a country of transit; not of settlement for the purpose of work, except in selected cases for selected occupations. All refugees must have guarantees of financial independence. In 1939 there were about 25,000 refugees in Great Britain, of whom almost 20,000 were Jewish -- and supported by the Jewish agencies.



The Netherlands: From 1938, camps were established to handle influx of refugees from Germany and Austria. The borders were closed, but large numbers entered illegally. The Government met a portion of the expense incurred; the remainder was furnished by the charitable organizations, principally Jewish.

Sweden: Considers herself a country of temporary refuge. In 1939, there were approximately 3,000 refugees in Sweden, and many had been noted by the Swedish Riksdag for their support.

Norway: Has been generous in receiving political and working class refugees.

Denmark: Large amount of illegal entry into Denmark from Germany.

Countries of Refuge:

Palestine: Immigration of Jews increased to such a proportion -- much of which was by illegal entry -- that in 1939, the British White Paper established that the Jewish population would be 1/3 of the total, with 75,000 to be admitted during 1939-1944, an annual quota of 10,000, plus 25,000 "refugees".

U.S.A.: Works under quota system, which has been relaxed somewhat. From 1934-1943, about 500,000 Europeans were admitted to the U.S., of whom 250,000 were refugees.

Latin America: Although best field for immigration from Europe, because of their small populations and great natural resources, it has either closed its doors or increased its restrictions:

Argentina, Brazil, Colombia, Costa Rica and Nicaragua	}	Virtually closed
Venezuela	}	Prohibits Jews, but permits other immigrants
Paraguay, Guatemala, and Honduras	}	Permit only farmers. Honduras also admits a few experts in technology and science.
Chile, Bolivia, Ecuador, and Cuba	}	Admit refugees when certain conditions are fulfilled.
British Guiana	}	Proposals have been made for large-scale settlement in the interior of the Guianas. There are many difficulties: climatic, communications, etc. It has been estimated that this settlement would cost about £ 500 per family.
San Domingo	}	Stated it would accept 100,000 Jews from Europe -- paying \$500 each, non-returnable landing tax. This will be an agricul- tural development, if it materializes, but would absorb about 25,000 families.



Mexico and Chile

} Have admitted groups of Spanish  
} Republicans from France.

Large scale immigration into the less advanced countries would require financial assistance.

Australia: Little likelihood of large scale settlement; although the specialized skills of the refugees may be needed to further Australian industry -- as a result of its war-time expansion.

Canada: Although immigration would be beneficial, Canada cannot, in her present development, absorb the large numbers she has in the past.

South Africa: There are about 5,000 refugees in the Union, and it is highly improbable that more will be taken. No mass immigration scheme is envisaged.

British Colonial Empire:

West Indies, Bahamas and  
Windward Islands

} Temporary asylum while awaiting  
} U. S. visas.

Kenya and Tanganyika

} Small-scale settlement is  
} being considered.

Southern Rhodesia and  
Nyasaland

} Possibilities of small immi-  
} gration being considered.

Foregoing based on:

The Refugee Problem, Sir John Hope Simpson, Oxford University Press,  
London, 1939

Refugees, a Review of the Situation since September 1938, Sir John  
Hope Simpson, Oxford University Press, London, 1939

Europe's Uprooted People, National Planning Association Pamphlet No.  
36, September, 1944

Jewish Frontier, Vol. XII, No. 1, January 1945

Intergovernmental Committee on Refugees, Report of the 4th Plenary  
Session, August 15-17, 1944, London



February, 1945

RELATIONSHIPS OF IGC TO OTHER COMMISSIONS AND AGENCIES

High Commission for Refugees  
under League of Nations  
(specific categories of refugees)

International Labor Office  
(General problems of migration)

UNRRA  
(will not operate in countries where  
UNRRA is operating. Will care for  
those who cannot be repatriated --  
until removed by IGC)

War Refugee Board  
President, U.S.A.  
Secretary, Treasury  
Secretary, War  
Secretary, State

- (1) Rescue victims of war trans-  
portation, and maintenance  
and relief for victims of  
oppression
- (2) Establishment of havens of  
temporary asylum

Overlaps with UNRRA, but is to be  
concerned with immediate rescue --  
not care after rescue

Voluntary Agencies  
Mutual exchange of helpful informa-  
tion. Formal association in some  
aspects of work: AFSC, JDC, FAU;  
working in Italy under IGC

IGC

NATIONS PARTICIPATING

UNRRA NOT IGC  
UNRRA - 44

China :  
Costa Rica :  
Cuba :  
El Salvador :  
Ethiopia :  
Guatemala :  
Iran :  
Iraq :  
Liberia :  
Panama :  
Philippine Commonwealth :  
Uruguay :  
Yugoslavia :

IGC NOT UNRRA  
IGC- 38

Argentina  
Denmark  
Eire  
Sweden  
Switzerland



SUMMARY OF HISTORY AND FUNCTIONS OF  
THE INTERGOVERNMENTAL COMMITTEE

From Report of 4th Plenary Session  
August 15-17, 1944 -- London

Formed in 1938 to deal with persons displaced due to the migrations previous to the war. With the coming of the war, its scope was enlarged.

It operates in close cooperation with UNRRA and will operate independently only in countries where UNRRA is not operation -- and then, in consultation and agreement with the government of that country.

It is assumed that the great numbers of displaced persons will be repatriated after hostilities cease -- but the IGC task will be confined to those persons who are unable to return to their homes. In this phase, it is hoped that the IGC member governments will give sanctuary, but membership in IGC does not carry an obligation for such sanctuary.

UNRRA Council adopted the policy that it should be UNRRA's responsibility to assist, for a reasonable period, in the care of refugees who cannot be repatriated until the IGC is prepared to remove them to new places of settlement.

Accomplishment of IGC and the cooperating agencies, includes having obtained asylum for refugees in Sweden and Switzerland, and:

French Nationals	:	North Africa	
Belgians, Czechs, Dutch and Poles	:	North Africa, Belgian Congo, Dutch West Indies, United Kingdom, U.S.A.	
Stateless	:	Palestine, North Africa, and Canada	
Jewish from Balkans	:	Palestine	
Children	:	Negotiations with Axis authorities: Sweden and Switzerland haven for large number	
	:	U.S.A.	5,000
	:	Argentina	} 1,000 each
	:	Canada	
	:	Palestine	

Post War Plans:

Discussions and investigations are being made of plans for settlement, absorption of refugees admitted on a temporary basis, and prospects of immigration. No conclusions can be reached, due to indeterminate numbers of refugees involved and impossibility of forecasting economic situations.

IGC has provided means for communication between refugees and their relatives, and has established a system for tracing relations. Also travel documents: expert Commission is examining this subject and making recommendations. The document is necessary only for non-returnable persons who do not enjoy protection of any government. The document must be recognized by countries of transit and final destination, on which transit and entrance visas will be affixed.



After last war, Dr. Nansen was appointed League High Commissioner for Russian Refugees. He, with a conference of government representatives at Geneva drew up an Intergovernmental arrangement which provided for issue and recognition of a special identity and travel document for Russian stateless refugees. This document is commonly called the Nansen Passport. This method was approved by 53 countries for Russian refugees, and when extended to Armenian refugees was adopted by 35 nations.

Nansen Passport valid for one year, without right to return to country of issue, unless expressly granted and so noted. In 1926 a supplementary arrangement provided the right of return, and was adopted by only 12 governments.

The International Convention concerning Status of Refugees, October 28, 1933, incorporated the provision for the Nansen Passport (Russians, Armenians, assimilated categories, and since 1935 Saar refugees). This included right of return, and was adopted by only 8 governments.

On November 25, 1941, a German decree provided for "en masse" denationalization of all Jews having residence abroad. Other refugees from Germany, while denied German diplomatic and consular protection (prolongation of validity of passports) were not formally denationalized.

In February of 1938, provisions were incorporated into the International Convention concerning the Status of Refugees, to issue a travel document, similar to that for the Russians and other refugees, for the German refugees and the Austrians. This was put in force by 6 governments, but ratified by only 2 governments, due to outbreak of war.

For those persons not of above mentioned groups, the Third General Conference on Communications and Transit of the League in 1927 adopted four recommendations to the governments providing for issuance of a uniform type of document known as "Identity and Travel Document".

This recommendation was adopted by 11 European and 3 non-European States. 9 governments replied they would issue to these people documents similar to the Nansen Passport, and United States stated it would accept identity documents in lieu of passports.

The IGC will use for covered categories documents as set forth by previous arrangements and conventions, and press for a wider application thereof and wider recognition.

Two alternatives for those not covered:

- (1) Draw up an arrangement for issue of a uniform internationally recognized travel and identity document; or
- (2) Press for a wider and fuller application of issuance of travel and identity documents to persons having no nationality, as provided in 1927 General Conference.



C O P Y

Letter 49, Enc. 8

24 February, 1945

To: Mr. Menshikov for Mr. Feller

From: A. B. Hawes through Mr. Keeny.

Subject: Assistance to non-Italian Displaced Persons.

1. I am delighted to have your letter of 9 February, which gives us precise information concerning the status of requests of various of the United Nations for UNRRA's assistance in caring for their displaced nationals.
2. Your letter raises, however, several small questions on which I would like your advice. The request quoted, which was obviously designed to cover the operations of UNRRA in Germany, speaks of cooperation with the military authorities during the period of military responsibility. It might well be argued that the period of military responsibility has ceased in that part of Italy which is sometimes called "King's Italy". Even if it has not already ceased in this field, the time is probably fast approaching when it will be difficult to claim that the military retain responsibility in part or all of this country. At the present time, however, I shall interpret the request as covering our operations here.
3. This question is related to a question which has arisen in connection with the drafting of the proposed agreement with AFHQ. I am enclosing a copy of the draft prepared by me, which is almost, word for word, the agreement with SHAEF, except that I have added paragraph 7. I inserted this provision, because I considered that our relationships in the areas referred to would be governed by Administrative Memorandum No. 6 of AFHQ and the proposed agreement with the Italian Government. In discussions at AFHQ this week, however, I found that they wished to cut down the exception in paragraph 7 so that the agreement would apply to the Southern Italian camps so long as they remain a "military responsibility."
4. I am temporarily resisting this proposal on the ground that the provisions of the agreement, particularly paragraph 5, are appropriate only where UNRRA is acting as agent for the military. Our position has been that in the Southern Italian camps, after the transfer of responsibility, including financial responsibility, we shall be acting autonomously and not as military agents. If this position has to be fitted into the language of the request quoted in your letter of 9 February 1945, I would call it the position of "cooperating with" the military authorities.
5. The other alternative, which becomes more attractive as the negotiations with the Italian Government drag on, is that the transfer of administrative and financial responsibility may never take place, thus saving us all the operating expenses of the Southern Italian camps.
6. Finally, I should like to ask about the statement in the last paragraph of your letter, that "the great majority of such displaced persons are from non-paying countries". I take it that your letter meant that the countries from which the displaced persons come will eventually be declared non-paying. So far as we have received any information to date, it is that only Greece and Italy have been declared non-paying countries. I hope, that we can be informed immediately when others are added to the list.



Mr. S. M. Keeny

A. B. Hawes.

23 February, 1945.

Refugees in Spain.

You have referred to me the paragraph in Ned Campbell's letter of 6 January concerning the possible care of certain Allied nationals and stateless refugees in Spain. I believe that this question has already been dealt with in communications with the I.G.C.R. and in proposals for obtaining the necessary authority from Washington.

c.c. Hawes ✓  
Cochran  
Registry (2)  
Washington  
London



Mr. Menshikov

S. M. Keeny.

23 February, 1945.

Spanish Republican Refugees at Philippeville.

1. We have received from Mr. Campbell a letter quoting a cable from Washington received by him in early November and reading as follows:

"Spanish Republicans evacuated Jamaica not acceptable Gibraltar should be sent Philippeville. Financial 634 this group Spanish Republicans cannot be accepted by UNRRA under council resolutions. While we are agreeable they be sent Philippeville it must be on reimbursable basis. Please make clear to G-5 UNRRA's position regarding neutrals. Financial question being raised here with British Embassy....."

2. Will you please let us know whether proper arrangements have been made for reimbursement for the care of these refugees.

ABHAWES/mds

c.c. Keeny  
Hawes ✓  
Cochran  
Registry (2)  
Washington  
London

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
Jeanne d'Arc Refugee Camp  
Philippeville, Algeria

0/4/005

5 January, 1945

BY AIR POUCH

Mr. S.M. Keeny  
Chief, UNRRA Italian Mission  
Italian Mission Headquarters  
A C H Q  
Rome, Italy

Dear Sam:

In early November we received a cable that had previously been sent to Mr. Cochran and repeated to us as No.71 which, among other things, stated:-

*Harris*

"Spanish Republicans evacuated Jamaica not acceptable Gibraltar should be sent Philippeville. Financial 634 this group Spanish Republicans cannot be accepted by UNRRA under council resolutions. While we are agreeable they be sent Philippeville it must be on reimbursable basis. Please make clear to G-5 UNRRA's position regarding neutrals. Financial question being raised here with British Embassy....."

We have been waiting expecting to receive more instructions on the financial arrangements regarding this group, but to date have heard nothing further. Is it possible that you would like to take this matter up with Washington and have it clarified?

Sincerely yours,

Ned Campbell  
Acting Project Director

*Ned Campbell*

*Received by aB...  
22/2/45*

28 GEN 1945

*R-380*



MEMORANDUM TO THE FILES.

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*Displaced  
Persons*

15 February, 1945

Subject: Telephone conversation with Comdr. Weissbuch.

---

I called Comdr. Weissbuch at Caserta to discuss with him the military planning for care for Italian Nationals found in Germany. I asked him if we might disclose to the Italian Government the provisions of SHAEF Administrative Memorandum No.6 of 18 November 1944 concerning the treatment of enemy, ex-enemy and co-belligerent displaced persons in Germany. He said that he could not authorize such disclosure. He thought that it was perfectly alright for us to communicate the terms to Washington. He confirmed my understanding that all planning for the care of displaced persons in Germany was being done at SHAEF. He had assumed that UNRRA personnel in Germany could be used to assist in the care of Italian displaced persons as well as United Nations nationals. He agreed that if we did not have the necessary authority to give this assistance we should obtain it.

In answer to his question, I told him that Keeny and I expected to be in Caserta in the next two or three days, depending upon time of arrival of Hendrickson and Xanthaky.

*ABH:aw*

MEMORANDUM TO THE FILES.

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*G. B. Brown*



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*ABHaw*

0/5/002  
Hawes  
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ


SECRET

15 February 1945  
File  
ABH

SUBJECT : Transfer from AG to UNRRA (Italy) of Accommodation Centers  
and other Installations for Displaced Persons

TO : S. M. Keeny for A. B. Hawes

Replying to the phone message received from you in this office yesterday, we are forwarding to you herewith numbered copies 1395 and 1396 of AG 370.1/039 GEG-O, on the above subject. It will be noted that this is a SECRET document.



R. L. Cochran  
Principal Representative of UNRRA  
for Liaison, Mediterranean Theatre

Attachments, as stated.

16 FEB 1945



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ

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Principal Representative of UNRRA  
for Liaison, Mediterranean Theatre

Attachments, as stated.



**SECRET**

AP 910

JC:sl

ALLIED FORCE HEADQUARTERS  
APO 512

1395

AG 370.1/039 GEG-O

.....  
: S E C R E T :  
:Auth: SAC MT :  
:Initials: :  
:Date: 11 Feb 1945 :  
:.....:  
11 February 1945

SUBJECT: Transfer from Allied Commission to UNRRA (ITALY) Administration of Accommodation Centers and other Installations for Displaced Persons

TO : President, Allied Commission, APO 394.

UNRRA Representative (Governor Cochran)

(1395-1399)

1. In order to permit the release of Allied Commission military personnel for duty elsewhere and to launch UNRRA in actual relief operations in Italy, the plan evolved in recent discussions with representatives of UNRRA (Italy), Allied Commission and this headquarters, as hereinafter set forth, will be implemented as soon as possible. This plan is applicable to the Accommodation centers and installations specified in the attached Appendix "A", but will also apply to other centers and installations where UNRRA is prepared to assume responsibility.

2. Notwithstanding problems which remain to be solved before transfer of administrative responsibility can be effected, Allied Commission will provide forthwith for the infiltration of UNRRA (Italy) personnel and for their participation in administration at the specified centers and installations. With this understanding UNRRA (Italy) personnel are now being called forward. The details and the scheduling of such infiltration at the various centers are to be worked out by Allied Commission and UNRRA (Italy).

3. During the transitional period, that is, after infiltration of personnel has commenced and until administrative responsibility is transferred to UNRRA (Italy), the Allied Commission will remain responsible for operation of these centers under directives now in force. In their capacity as civilians of United Nations nationality working for the military in a theater of operations, infiltrated UNRRA (Italy) personnel will be subject to Allied Commission command and control. Their status is defined in AMHQ Administrative Memorandum Number 6, 1945.

4. Allied Commission is directed and authorized to feed and accommodate infiltrated UNRRA personnel and to furnish them such other material assistance as may be necessary upon the same conditions as apply to comparable Allied Commission personnel for whom they are to be substituted. Such assistance shall not be charged to, or paid by UNRRA (Italy) but the UNRRA (Italy) personnel will pay the usual charges required in the case of civilian personnel attached to the military. After administrative responsibility is transferred to UNRRA (Italy), facilities or services which may be extended by Allied Commission to UNRRA (Italy) personnel at the centers shall be made available upon payment as provided in the AMHQ Administrative Memorandum Number 6. In no event will Allied Commission be called upon to pay UNRRA (Italy) personnel.

**SECRET**



**SECRET**

1/039 GEC-0, dtd 11 February 1945

5. Until administrative responsibility for the Centers is transferred to UNRRA (Italy) such vehicles or any other non-expendable items contributed by UNRRA (Italy) during the transitional period will become part of going concern stocks, to be serviced, maintained and repaired as if military property.

6. UNRRA (Italy) Cadres are to be established at the centers as quickly as possible, so as to relieve Allied Commission of a major part of the actual task of administration, to a point where Allied Commission is satisfied to leave only top executive personnel, personnel concerned with local transport operations, and personnel to assist UNRRA (Italy) in dealing with the local military and in the handling of indigenous civilian labor problems. In order to release Allied Commission military personnel, slow progress or even failure on the part of UNRRA to build up its own supply line to various centers shall not be cause for delay in effecting transfer of administrative responsibility. Transfer must wait, however, until UNRRA (Italy) has assembled the necessary complement of administrative personnel and has completed satisfactory arrangements to obtain sufficient lire availabilities to meet pay rolls and other current expenses in the operation of the centers. In the event of any other cause which may delay transfer, notice shall immediately be sent to this headquarters.

7. As soon as Allied Commission determines that effective operation and maintenance of the centers is reasonably assured under UNRRA (Italy) administration, subject to the terms and conditions set forth in paragraph 6, above, the transfer shall be effected, and notice thereof sent to this headquarters. At or after the time of transfer Allied Commission will leave at the centers such liaison and other personnel as may be appropriate to assure smooth transfer of responsibility. Allied Commission will also make periodical inspections of the centers and obtain reports from UNRRA (Italy) to make certain that centers transferred are being efficiently administered for the accommodation of Displaced Persons.

8. If the accommodation centers are filled to capacity, Allied Commission will establish priorities for admission to these centers for the guidance of UNRRA. Allied Commission will continue to be responsible for the initial movement of Displaced Persons to and from these centers.

9. After the conditions set forth above are met, Allied Commission is authorized to transfer to UNRRA (Italy) the administrative responsibility and control of the Accommodation Centers listed in Appendix "A". This will include all appurtenant premises, accommodation stores, supplies, vehicles and other equipment. Appropriate arrangements for the transfer are to be worked out between Allied Commission and UNRRA (Italy) on the following basis:

a. A list of premises and accommodations and non-expendable items (other than such contributed by UNRRA (Italy)) shall be prepared by Allied Commission and UNRRA (Italy) as of the date of transfer.

b. The property so listed shall be accounted for by Allied Commission as on charge to UNRRA (Italy) but no payment therefor by UNRRA (Italy) will be required except as provided below.

**SECRET**



**SECRET**

SECRET

Ltr, AFHQ, AG 370.1/039 GEG-O, dtd 11 Feb 1945

c. So long as this property remains on charge to UNRRA (Italy), it shall not be altered or remodeled without prior approval of Allied Commission or of the military authorities concerned except for appropriate servicing, maintenance and repair. The cost of avoidable loss or damage will be paid by UNRRA (Italy). The eventual disposition of this property will be as Allied Commission or the military authorities concerned shall direct.

d. Requisitioned premises and accommodations will continue to be held by the military authority under appropriate arrangements to assure continued use thereof for the accommodation of Displaced Persons. In due course UNRRA (Italy) will, by agreement with the Italian Government or otherwise, substitute its own arrangements therefor.

10. Regardless of when transfer to UNRRA (Italy) administration occurs, Allied Commission will remain responsible for provision of the vehicles necessary for operation of the centers until UNRRA (Italy) is in a position to assume this responsibility. As soon as feasible after the date of transfer, UNRRA (Italy) will release and return to Allied Commission the vehicles which are at present assigned to the centers. Allied Commission shall not be called upon to supplement or replace the vehicles so assigned except insofar as it may be able to assist in meeting replacement needs on an interim basis through expansion of local contract operations. All vehicles including UNRRA (Italy) vehicles will be under Allied Commission control until UNRRA (Italy) assumes complete responsibility. After transfer of the center concerned to UNRRA (Italy) administration, the provision by military authority for local motor transportation needs will, like any other facility or service extended to assist UNRRA (Italy)'s operation of the centers, be rendered upon payment, in accordance with the AFHQ Administrative Memorandum Number 6.

11. Where goods or services are supplied by the Allied armed forces for the operation of Displaced Persons Centers, UNRRA shall replace Allied Commission vis a vis the Allied armed forces, and all accounting shall be a matter between UNRRA and the Allied armed forces, as on the lines laid down in AFHQ Administrative Memorandum Number 6.

12. Although the administration of the accommodation centers involved herein may be turned over to UNRRA (Italy) the ultimate responsibility therefor remains with Allied Commission during the military period.

FOR THE SUPREME ALLIED COMMANDER, MEDITERRANEAN THEATER:

1 Incl:

Appendix "A"

DISTRIBUTION:

5 - each addressee  
"C"

*C. W. Christenberry*  
C. W. CHRISTENBERRY  
Colonel, AGO,  
Adjutant General

**SECRET**



**U.S. SECRET**

SECRET

APPENDIX "A" to  
Ltr JPHQ, AG 370.1/039 GEG-O,  
dtd 11 Feb 1945

ACCOMMODATION CENTERS

1. Headquarters accommodation at LECCE
2. CENTERS AND INSTALLATIONS AT:

SANTA MARIA DI LEUCA  
SANTA CESARIA  
SANTA MARIA DI BIGNI  
FERRAMONTI

3. HOSPITALS:

SANTA MARIA DI LEUCA  
LECCE

Inclosure #1

- 1 -

SECRET

**U.S. SECRET**

**SECRET MOST SECRET**

Governor R. L. Cochran

A.B.Hawes through S.M.Keeny

Agreement between SACMED and UNRRA.

0/1/001

14 February, 1945.

1. This is in response to your memorandum of 8 February 1945.
2. Paragraph 7 of the draft was inserted, because in the part of Italy subject to the administrative authority of the Italian Government, and probably also in the part subject to the administrative authority of the Allied Commission, UNRRA will be acting autonomously and spending its own funds. The military control envisaged by this and the SHAEF agreement do not seem to me appropriate in such areas. Where that control is exercised, the expenses of operation should be borne by the military and UNRRA would presumably act as their agents.
3. I think you are right about the signature.

c.c. Keeny  
✓ Hawes  
Registry (2)  
Washington  
London.



0/1/001

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ  
APO 512

6 February 1945

TO: S. M. Keeny for A. B. Hawes

FROM: R. L. Cochran *R. L. Cochran*

In looking over the suggested form of agreement which you sent down to be negotiated between SACMED and UNRRA, I do not understand (nor does Maj. Driffield-White) the exception of part of Italy as provided in paragraph 7.

Also it is apparently prepared for the signatures of SACMED and Mr. Keeny. Inasmuch as this is proposed as a theatre-wide agreement, I presume it would of necessity have to be signed for UNRRA by the Director General, unless he might delegate such authority to the representative of UNRRA at AFHQ.

Should be glad to have your reaction to the above observations.

11 FEB 1945

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ  
APO 512

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AGREEMENT TO REGULARIZE THE RELATIONS  
BETWEEN THE UNRRA AND  
THE SUPREME ALLIED COMMANDER, MEDITERRANEAN THEATER OF OPERATIONS  
DURING THE MILITARY PERIOD

1. This agreement has for its object to facilitate the assumption by the United Nations Relief and Rehabilitation Administration in the post-military period of these responsibilities with which it may be charged and to insure a continuous uniformity of policy in the military and post-military periods.

The Supreme Allied Commander, Mediterranean Theater of Operations, is satisfied that:

a. Assistance from the UNRRA is necessary in the maintenance of health, welfare, registration, administration and movement of the nationals of United Nations displaced in enemy or ex-enemy territories and

b. It is desirable that the UNRRA, in agreement with the Supreme Allied Commander, Mediterranean Theater of Operations, and the United Nations authorities concerned, undertake specific tasks relating to the foregoing matters.

The UNRRA for its part desire and intends to render such assistance, subject to the military requirements of the Supreme Allied Commander, Mediterranean Theater of Operations, and to available means and resources.

2. So far as military conditions permit, the Supreme Allied Commander, Mediterranean Theater of Operations, and the UNRRA will cooperate in planning and operation for the matters referred to in para 1 hereof. It is agreed that the following specific measures shall be taken:

a. An UNRRA Liaison Officer, with any staff the Supreme Allied Commander, Mediterranean Theater of Operations, may agree to be necessary shall be attached to the G-5 Division of Allied Force Headquarters, to assist in coordination of planning and subsequent operations. He shall be authorized, so far as is consistent with military security, to report to the UNRRA on matters covered by this agreement. Such reports will be transmitted through military channels.

b. In order to facilitate the transfer to the UNRRA in the post-military period of such functions as the United Nations authorities concerned may desire, the UNRRA will provide such personnel as may be agreed with the Supreme Allied Commander, Mediterranean Theater of Operations, for the purpose of planning and assisting the military



authorities in carrying out such operations with respect to the matters referred to in article 1 hereof as may be undertaken by them. Such personnel will be furnished either as individuals or in the form of detachments and will be under the orders of the Supreme Allied Commander, Mediterranean Theater of Operations.

3. When called upon by the Supreme Allied Commander, Mediterranean Theater of Operations, to do so, the UNRRA will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in article 1 hereof.

4. The UNRRA personnel engaged upon field service will wear a prescribed uniform and will be provided with identification as persons accompanying the armed forces. Separate agreements shall regulate the conditions of service of such personnel and the provision of military facilities to them and to the UNRRA generally.

responsibility of the  
5. During the period of the/Supreme Allied Commander, Mediterranean Theater of Operations, the UNRRA personnel will, within the area of such responsibility, act in all matters under the orders of the Supreme Allied Commander, Mediterranean Theater of Operations, and through military channels.

6. This agreement may be extended by mutual consent, subject to approval of the Combined Chiefs of Staff, to provide for similar cooperation between the UNRRA and the Supreme Allied Commander, Mediterranean Theater of Operations, in any other matters coming within the competence of the UNRRA upon which assistance is desired by the United Nations authorities concerned.

7. This agreement does not apply to that part of Italy which from time to time may be subject to the administrative authority of the Italian Government or of the Allied Commission.

---

Harold R. L. G. Alexander  
Field Marshall

S. M. Keeny for  
Herbert H. Lehman  
Director General  
UNRRA



Comments regarding Agreement between UNRRA and SACMED  
During the Military Period.

7 This agreement does not apply to that part of ITALY which is subject to the administrative authority of the Italian Government and with whom a separate agreement is being made. Nor to such obligations to Allied Nationals as have been assumed by UNRRA with agreement of A.C. and AFHQ.

8 In countries concerned

If SACMED authority ended and Allied Commission in ITALY continued.

Would not it be wise to add in agreement "SACMED and such <sup>allied</sup> military authority as may be responsible for the control of the countries under review?"

0/5/001  
Philippeville

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ

12 February 1945

SUBJECT : Philippeville Camp - Payment for Villas

TO : S. M. Keeny

Attached is a copy of a memorandum on the above subject which I have received from Major W. Driffield-White.

This memorandum was sent to me after a conference with the Major. I think that his reasoning on the matter is sound. Do you concur?

R. L. Cochran

Principal Representative of UNRRA  
for Liaison, Mediterranean Theatre

Hadgett's: Also for concurrence I concur. 16 Feb 45  
Hawes: Do you concur? No. A.B. Hawes  
Tony: see " ? OK Aug 16/2 ??  
If both do, as I do, Hawes should write a letter for me to Campbell, sending copy of this enclosure & concurrence saying OK to pay.

Attached: G-5: 383.7-18, 10 Feb 45, memo on above subject, signed by W. Driffield-White, Major.

14 FEB. 1945  
R-546



ALLIED FORCE HEADQUARTERS  
G-5 SECTION  
APO 512

WDW/pc

10 February 1945

G-5: 383.7-18

SUBJECT : Philippeville Camp - Payment for Villas

TO : UNRRA Representative AFHQ  
(Mr. R.L. COCHRAN).

1. Reference your memorandum 6 February 1945 and enclosures.

2. It is understood that the villas in question formed part of the original installations earmarked for the camp.

3. Up to the date of the handover the responsibility for the payment for these would have fallen to the military authorities.

4. The agreement with UNRRA specified the handover of accommodation stores etc. on a reimbursable basis at rates to be determined later. This would apply to all installations fixed or removable.

5. The term "fixed" in relation to camp installations is applied to those installations made by R.E. works or other military agencies and may be of a permanent nature. Requisitioned premises do not usually fall into this category.

6. The rate of payment for fixed installations would, in the case of permanent buildings remain the same after the handover as it was before.

7. Under these circumstances you will no doubt agree that the requisition charges do fall to be paid by UNRRA as from the date of handover.

for Assistant Chief of Staff G-5

W. DRIFFIELD-WHITE  
Major.

Stores  
supplies  
and material  
do not  
include  
real estate.

Such a  
limited use  
is not necessary  
except in  
ordinary English  
which is what  
we use.

I disagree  
A.B. Brown

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
G-5 Section, AFHQ

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Principal Representative of UNRRA  
for Liaison, Mediterranean Theatre

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W. Driffield-White, Major.



UNITED NATIONS RELIEF & REHABILITATION ADMINISTRATION  
ITALIAN MISSION

10 February 1945

To: Sir Clifford Heathcote-Smith

From: S.M. Keeny

The other day we discussed the situation of the refugees now in Spain, who, according to Mr. Blickenstaff, are badly in need of care. He has been carrying on some discussions with Mr. Ned Campbell who is Manager of our camp at Philippeville. From the information given by Mr. Campbell and by your office, it appears that less than half of the 160 who have already been screened by the French authorities are refugees who do not come under the resolutions of the U.N.R.R.A. Council. Since these refugees are physically outside of the jurisdiction of the Italian Mission, we must obtain approval of our Washington office to arrange for their removal and to pay for their transportation.

Since our discussion we have cleared the matter with our legal adviser; he points out the necessity of modifying our proposals to you.

With respect to those of this group who do not come under our resolutions, we are willing to recommend that U.N.R.R.A. undertake their removal, transportation and care for a reasonable period, but only if we have a prior assurance that another organization will assume responsibility for the payment of the cost of such operations. If this assurance is received, we will recommend that U.N.R.R.A. make all necessary initial payments, subject to reimbursement.

The entire group apparently consists of stateless persons who will ultimately have to be resettled by I.G.O.R. Consequently, we are asking if your organization will assume the financial responsibility referred to, in connection with all members of the group for whom U.N.R.R.A. cannot, under its resolutions, spend its funds. If we can have your assurance to this effect, including the assurance that you will make any necessary reimbursement of the kind referred to, we shall be glad to cable Washington a recommendation that we be given the authority to undertake the operation and then (subject to necessary military clearance) to take steps in accordance with the authority given.

*Handwritten:*  
Harris  
File  
Displaced  
Persons

To: Sir Clifford Heathcote-Smith

10 Feb. 1948

From: S.M. Keeny

I appreciate that the points I am raising in this letter are slightly different from those we discussed, but it is quite clear that we cannot assume financial responsibility for some of the group in question. I would appreciate your early answer so that we may expedite the movement of these people.

aas/nc

Keeny  
cc Sorieri  
Washington  
London  
Welfare  
Varrichione  
Registry  
Haven  
*Campbell*  
*Cochran*



COPY

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION  
1344 Connecticut Avenue  
Washington 25, D.C.

9 February 1945.

Mr. S. M. Keeny,  
Chief of Italian Mission  
United Nations Relief and  
Rehabilitation Administration  
c/o American Consul  
Rome, Italy.

Attention: Mr. Alexander B. Hawes

Dear Mr. Keeny:

Further to our cable #69 of 1 February, this letter is in answer to Hawes' letter to me of 9 January and his memorandum to you of the same date (enclosures 19 and 21 to your letter #35) dealing with supplies for non-Italian displaced persons. Dealing first with your inquiry as to the terms of the requests from the European governments for assistance with regard to displaced persons, the standard form of request as approved by the War Department is as follows:

"The Government of \_\_\_\_\_ agrees that during the period of military responsibility in enemy or ex-enemy territory, UNRRA may at the request of the military authorities, co-operate with, assist or act as agent for those authorities in caring for and arranging the repatriation or return to their former homes in \_\_\_\_\_ territory, who have been displaced therefrom as a result of the war. This caring for, repatriation or return during the period of military responsibility will be carried out in the conditions laid down by the military authorities and insofar as UNRRA's participation in this work is concerned, in accordance with the relevant resolutions of the UNRRA Council."

A request in these terms has been received from each of the following governments: Poland, Greece, Luxembourg, Norway, Netherlands, France, Belgium, Yugoslavia, Czechoslovakia. The governments of the Netherlands, Yugoslavia, and Czechoslovakia attached to their request reservations which preserve their discretion with regard to the readmission of former residents of their territories who were not nationals thereof.

We have just received from the Combined Civil Affairs Committee a letter which indicates that the War Department regards the requests which UNRRA has received as a sufficient basis for UNRRA to undertake displaced persons operations, and that SHAEF and SACMED have been informed accordingly. For your information, a copy of this letter is attached.



The questions of whether UNRRA is entitled under the Resolutions to claim, and, if so, would in practice claim, reimbursement for foreign exchange costs of displaced persons operations in enemy or ex-enemy territory insofar as those costs were incurred in operations for the benefit of nationals of paying countries, have not yet been determined.

The latest figures which we have available here as to displaced persons in liberated Italy indicate that the great majority of such displaced persons are from non-paying countries, and this prompted us to make the suggestion which was contained in our telegram #69 that UNRRA should itself take over the supplies from the Army and have them distributed as UNRRA supplies, rather than merely guaranteeing that the Army would be reimbursed for them. It appeared to us that since UNRRA would in any event have to bear this cost, it might as well receive the credit for providing the supplies for which it would have to pay.

Yours sincerely,

For the DIRECTOR GENERAL

(Signed) A. H. FELLER

General Counsel.



COPY

THE COMBINED CHIEFS OF STAFF

Washington 25, D.C.

Combined Civil Affairs Committee

25 January 1945.

Mr. Herbert H. Lehman,  
Director General, United Nations Relief  
and Rehabilitation Administration,  
1344 Connecticut Avenue, N.W.,  
Washington 25, D.C.

Dear Governor Lehman:

The Combined Civil Affairs Committee has transmitted to the Supreme Commander, Allied Expeditionary Force (SCAEF), and to the Supreme Allied Commander, Mediterranean Theater (SACMED), copies of the letters received by UNRRA from the Governments of Belgium, Czechoslovakia, France, Greece, Luxembourg, The Netherlands, Norway, Poland, and Yugoslavia, as forwarded by Mr. A. H. Feller, General Counsel of UNRRA in his letters dated 22 November 1944, 2 December 1944 and 27 December 1944, addressed to the Civil Affairs Division, for the attention of the Combined Civil Affairs Committee.

SCAEF and SACMED have been advised that the letters from the several Governments constitute sufficient basis upon which UNRRA may be requested by the military to cooperate with, assist or act as the agent of the military authorities in the care, handling and repatriation of displaced persons within the purview of the letters and subject to the provisions thereof.

Reference is made to my letter of 12 August 1944 defining the procedures pursuant to which SCAEF and SACMED are authorized to discuss and cooperate with UNRRA as to matters within UNRRA's competence, and providing that any agreement between UNRRA and the military authorities with respect to such matters will be handled on behalf of the combined military by the Combined Civil Affairs Committee after receipt of any recommendations which SCAEF or SACMED may submit as a result of their discussions with UNRRA.

Sincerely,

s/ John J. McCloy  
JOHN J. McCLOY  
Chairman,  
Combined Civil Affairs Committee.



COPY

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION  
1344 Connecticut Avenue  
Washington 25, D.C.

9 February 1945.

Mr. S. M. Keeny,  
Chief of Italian Mission  
United Nations Relief and  
Rehabilitation Administration  
c/o American Consul  
Rome, Italy.

*File: Displaced Persons  
from Italian  
ADP*

Attention: Mr. Alexander B. Hawes

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For the DIRECTOR GENERAL

(Signed) A. H. FELLER

General Counsel.



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Washington 25, D.C.

Combined Civil Affairs Committee

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Sincerely,

s/ John J. McCloy  
JOHN J. McCLOY  
Chairman,  
Combined Civil Affairs Committee.



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Chief of Italian Mission  
United Nations Relief and  
Rehabilitation Administration  
c/o American Consul  
Rome, Italy.

Attention: Mr. Alexander B. Hawes

Dear Mr. Keeny:

Further to our cable #69 of 1 February, this letter is in answer to Hawes' letter to me of 9 January and his memorandum to you of the same date (enclosures 19 and 21 to your letter #35) dealing with supplies for non-Italian displaced persons. Dealing first with your inquiry as to the terms of the requests from the European governments for assistance with regard to displaced persons, the standard form of request as approved by the War Department is as follows:

"The Government of \_\_\_\_\_ agrees that during the period of military responsibility in enemy or ex-enemy territory, UNRRA may at the request of the military authorities, co-operate with, assist or act as agent for those authorities in caring for and arranging the repatriation or return to their former homes in \_\_\_\_\_ territory, who have been displaced therefrom as a result of the war. This caring for, repatriation or return during the period of military responsibility will be carried out in the conditions laid down by the military authorities and insofar as UNRRA's participation in this work is concerned, in accordance with the relevant resolutions of the UNRRA Council."

A request in these terms has been received from each of the following governments: Poland, Greece, Luxembourg, Norway, Netherlands, France, Belgium, Yugoslavia, Czechoslovakia. The governments of the Netherlands, Yugoslavia, <sup>and</sup> Czechoslovakia attached to their request reservations which preserve their discretion with regard to the readmission of former residents of their territories who were not nationals thereof.

We have just received from the Combined Civil Affairs Committee a letter which indicates that the War Department regards the requests which UNRRA has received as a sufficient basis for UNRRA to undertake displaced persons operations, and that SHAEP and SACMED have been informed accordingly. For your information, a copy of this letter is attached.



The questions of whether UNRRA is entitled under the Resolutions to claim, and, if so, would in practice claim, reimbursement for foreign exchange costs of displaced persons operations in enemy or ex-enemy territory insofar as those costs were incurred in operations for the benefit of nationals of paying countries, have not yet been determined.

The latest figures which we have available here as to displaced persons in liberated Italy indicate that the great majority of such displaced persons are from non-paying countries, and this prompted us to make the suggestion which was contained in our telegram #69 that UNRRA should itself take over the supplies from the Army and have them distributed as UNRRA supplies, rather than merely guaranteeing that the Army would be reimbursed for them. It appeared to us that since UNRRA would in any event have to bear this cost, it might as well receive the credit for providing the supplies for which it would have to pay.

Yours sincerely,

For the DIRECTOR GENERAL

(Signed) A. H. FELLER

General Counsel.



COPY

THE COMBINED CHIEFS OF STAFF

Washington 25, D.C.

Combined Civil Affairs Committee

25 January 1945.

Mr. Herbert H. Lehman,  
Director General, United Nations Relief  
and Rehabilitation Administration,  
1344 Connecticut Avenue, N.W.,  
Washington 25, D.C.

Dear Governor Lehman:

The Combined Civil Affairs Committee has transmitted to the Supreme Commander, Allied Expeditionary Force (SCAEF), and to the Supreme Allied Commander, Mediterranean Theater (SACMED), copies of the letters received by UNRRA from the Governments of Belgium, Czechoslovakia, France, Greece, Luxembourg, The Netherlands, Norway, Poland, and Yugoslavia, as forwarded by Mr. A. H. Feller, General Counsel of UNRRA in his letters dated 22 November 1944, 2 December 1944 and 27 December 1944, addressed to the Civil Affairs Division, for the attention of the Combined Civil Affairs Committee.

SCAEF and SACMED have been advised that the letters from the several Governments constitute sufficient basis upon which UNRRA may be requested by the military to cooperate with, assist or act as the agent of the military authorities in the care, handling and repatriation of displaced persons within the purview of the letters and subject to the provisions thereof.

Reference is made to my letter of 12 August 1944 defining the procedures pursuant to which SCAEF and SACMED are authorized to discuss and cooperate with UNRRA as to matters within UNRRA's competence, and providing that any agreement between UNRRA and the military authorities with respect to such matters will be handled on behalf of the combined military by the Combined Civil Affairs Committee after receipt of any recommendations which SCAEF or SACMED may submit as a result of their discussions with UNRRA.

Sincerely,

s/ John J. McCloy  
JOHN J. McCLOY  
Chairman,  
Combined Civil Affairs Committee.



COPY

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION  
1344 Connecticut Avenue  
Washington 25, D.C.

9 February 1945.

Mr. S. M. Keeny,  
Chief of Italian Mission  
United Nations Relief and  
Rehabilitation Administration  
c/o American Consul  
Rome, Italy.

Attention: Mr. Alexander B. Hawes

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Yours sincerely,

For the DIRECTOR GENERAL

(Signed) A. H. FELLER

General Counsel.

COPY

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Washington 25, D.C.

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Sincerely,

s/ John J. McCloy  
JOHN J. McCLOY  
Chairman,  
Combined Civil Affairs Committee.



Secstate, Washn

Feb 3, 1945

192

Clear

Feb 3, 11:40 am

ACTION-Sorieri  
cc:Hodgetts  
cc:Welfare

SUBJECT  
CHIEF OF M.  
COCHRAN  
CIRCULATION  
REGISTRY

cc: *Haves*

UNHRA from Lehman Mr 69.

1. Letter Mr 34 and enclosures 19 and 21 letter 35 approve rations non-Italian displaced persons. Consider general requests member governments cover this operation. Presume large majority of assisted persons nationals non-paying countries for whom administration will have to bear cost eventually, therefore suggest instead of underwriting, you take over rations from Army and distribute as UNHRA supplies, accounts to be kept by nationality.

2. Fully endorse your position that UNHRA funds not be used for currency conversion.

GRIN ACTING

Rec: 3 Febr. 1945  
4:15 P.M.

wh  
cc: UNHRA

FOR INFORMATION.

*Displaced Persons added Legal*

Summary of Situation in Accommodation Centres in No.1 Sub-Section,  
D.P.R.S.C., as at 26 January, 1945.

-----

No. 1 Transit Camp (Refugee), BARI.

Total population 700.

Includes 150 Greeks (Zervas) and 200 held by Security Section.

SANTA CESAREA

Total population 550. Royal Yugoslavs.

Includes 350 Royal Yugoslavs from SALONICA. (Montenegrins)  
and 70 Royal Yugoslav Naval personnel in uniform.

DI BAGNI.

780 Yugoslavs (NLAY) all from NON liberated territory in  
Yugoslavia.

530 Jews.

DI LEUCA

Population 550 - includes 146 Albanians.

FERRAMONTE

290 Jews

MAGLIE HOSPITAL

180

DI LEUCA HOSPITAL

33

U.N.R.R.A.

? U.N.R.R.A. are taking over DI LEUCA Accommodation Centre and  
MAGLIE Hospital on 1 February, 1945.

It has been agreed that an Allied Military Officer is essential  
at SANTA CESAREA until further notice. B.R.C.S. Welfare Workers  
are being relieved by U.N.R.R.A. personnel on 1 February, 1945.

U.N.R.R.A. are still very deficient of camp managers and  
clerical staff.



File: placed Pending  
in file  
C. B. L.

PARAPHRASE of telegram No. 131, January 24, 1945, from SECSTATE WASHINGTON, addressed to AMEMBASSY ROME.

No. 48, from Lehman, for UNRRA.

We are advised by War Refugee Board that Swiss Authorities have requested the evacuation immediately from Swiss territory of approximately 1672 refugees, mostly Hungarians, who have entered Switzerland, via

Germany, recently. It is urged by WRB that, pending a reply from Foreign Office regarding permission for the majority of them to enter Palestine, that these refugees be sent to Philippeville. War Department has been advised by WRB, which has also requested that War Department furnish necessary transportation.

About January 27, 50 to 75 refugees who hold ad hoc passports from Latin-American countries, which do not authorize the holders to enter countries in the Western Hemisphere, will arrive Marseille coming from Switzerland. WRB has advised War Department, and transportation Philippeville or an alternative camp is to be determined after consultation with representatives in the field of UNRRA.

We are asking London to check with SHAEF, and then advise Keeny as to approximate arrival dates, arrangements for transportation, provisions for health and welfare en route, composition and screening. Please advise us soonest possible as to whether there are adequate facilities, personnel, food, etc., to take care these additional refugees. Can you arrange locally, if not, on emergency basis; if so for what period? Please note our No. 38 concerning supplies for Philippeville, now being programmed by us. Would you recommend Italian camp, in preference to Philippeville?

- - - - -

Our number -122

Rec'd 25/1/45 - 4:30 pm.

Action copy: Keeny

cc - Sorlieri - Cochran - registry - file



Original + 1  
to G-5 HQ 24/1/45

A/1/005

AGREEMENT TO REGULARIZE THE RELATIONS

BETWEEN THE UNRRA AND

THE SUPREME COMMANDER, ALLIED EXPEDITIONARY FORCE

DURING THE MILITARY PERIOD

1. This agreement has for its object to facilitate the assumption by the United Nations Relief and Rehabilitation Administration in the post-military period of these responsibilities with which it may be charged and to insure a continuous uniformity of policy in the military and post-military periods.

The Supreme Commander, Allied Expeditionary Force, is satisfied that:

a. Subject to the conclusion of appropriate agreements with the Allied National authorities concerned, assistance is desired from the UNRRA in the matters of health, welfare and displaced persons, by the governments of Belgium, Luxembourg, the Netherlands and Norway, and by the French Committee of National Liberation in their respective territories.

b. Assistance from the UNRRA is necessary in the maintenance of health, welfare, registration, administration and movement of the nationals of such states and of other Allied countries displaced in enemy or ex-enemy territories; and

c. It is desirable that the UNRRA, in agreement with the Supreme Commander, Allied Expeditionary Force, and the Allied National authorities concerned, undertake specific tasks relating to the foregoing matters.

The UNRRA for its part desires and intends to render such assistance, subject to the Supreme Commander's, Allied Expeditionary Force, military requirements and to available means and resources.

2. So far as military conditions permit, the Supreme Commander, Allied Expeditionary Force, and the UNRRA will cooperate in planning and operation for the matters referred to in para 1 hereof. It is agreed that the following specific measures shall be taken:

a. An UNRRA Liaison Officer, with any staff the Supreme Commander, Allied Expeditionary Force, may agree to be necessary shall be attached to the G-5 Division of Supreme Headquarters, Allied Expeditionary Force, to assist in coordination of planning and subsequent operations. He shall be authorized, so far as is consistent with military security, to report to the UNRRA Regional Office on matters covered by this agreement. Such reports will be transmitted through military channels.

20 GEN 1945

Allied Force Headquarters



SACMED

United Nations

b. In order to facilitate the transfer to the UNRRA in the post-military period of such functions as the Allied National authorities concerned may desire, the UNRRA will provide such personnel as may be agreed with the ~~Supreme Commander, Allied Expeditionary Force~~, for the purpose of planning and assisting the military authorities in carrying out such operations with respect to the matters referred to in article 1 hereof as may be undertaken by them. Such personnel will be furnished either as individuals or in the form of detachments and will be under the orders of the ~~Supreme Commander, Allied Expeditionary Force~~. SACMED

SACMED

3. When called upon by the ~~Supreme Commander, Allied Expeditionary Force~~, to do so, the UNRRA will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in article 1 hereof.

4. The UNRRA personnel engaged upon field service will wear a prescribed uniform and will be provided with identification as persons accompanying the armed forces. Separate agreements shall regulate the conditions of service of such personnel and the provision of military facilities to them and to the UNRRA generally.

of the SACMED

5. During the period of the ~~Supreme Commander, Allied Expeditionary Force~~, responsibility, the UNRRA personnel will, within the area of the ~~Supreme Commander, Allied Expeditionary Force~~, responsibility, act in all matters under the orders of the ~~Supreme Commander, Allied Expeditionary Force~~, and through military channels. SACMED

6. This agreement may be extended by mutual consent, subject to approval of the Combined Chiefs of Staff, to provide for similar cooperation between the UNRRA and the ~~Supreme Commander, Allied Expeditionary Force~~, in any other matters coming within the competence of the UNRRA upon which assistance is desired by the Allied Nations authorities concerned. SACMED

United Nations

7. This agreement does not apply to that part of Italy which from time to time may be subject to the administrative authority of the Italian Government or of the Allied Commission.

The Hon. Sir  
Harold L. G.

Dwight D. Eisenhower  
General, U. S. Army  
Supreme Commander  
Allied Expeditionary Force

(Chief of Staff)  
Field Marshal

Herbert H. Lehman  
Director General  
UNRRA

25 November 1944.



COPY

INTER GOVERNMENTAL COMMITTEE  
ON REFUGEES,  
HEADQUARTERS ALLIED COMMISSION  
APO 394.

*File  
Impressed  
Person  
Mr. Italian  
Hares*

20th January, 1945.

REFERENCE : IGCR/55.

TO : A.F.H.A.?  
Attention G-5 Section.

FROM: : Resident Representative,  
Inter Governmental Committee on Refugees.

SUBJECT : Rations for United Nations' Subjects and Stateless  
Persons.

1. Reference a letter of the 15th January addressed by Mr. S. M. Keeny, Chief of the U.N.R.R.A. Italian Mission to the Supreme Allied Commander, Mediterranean Theatre of Operations, Caserta, and their offer, under certain conditions, to underwrite the distribution of certain supplementary rations to persons of certain categories found in Italy, I write to state that the Inter Governmental Committee on Refugees is prepared to underwrite, for a three months' experimental period, all such persons who are stateless, who may be given these supplementary rations, as are not covered by the undertaking of the U.N.R.R.A. Italian Mission.

2. A copy of this memorandum is being addressed for information to the Director, D.P. & R.S.C., H.Q., Allied Commission, and to Mr. S.M.Keeny, Chief of the U.N.R.R.A. Italian Mission.

(S) C. E. Heathcote-Smith

C.E.HEATHCOTE-SMITH,  
R.R., I.G.C.R.

Distribution:-

The Director, D.P. & R.S.C., HQ., A.C.  
Mr. S.M.Keeny, Chief of the U.N.R.R.A. Italian Mission



TO: A. A. Sorieri

FROM: A. B. Hawes

20 January 1945

SUBJECT: Stateless Refugees in Spain

1. I have read a copy of Ned Campbell's letter of 2 January to Mr. Keeny.

2. Stateless refugees in Spain who were displaced as a result of this war will come within the authority of the UNRRA Italian Mission to give assistance if they are brought into Italy or into Philippeville.

3. The UNRRA Italian Mission does not have authority to expend funds for the transportation from Spain to Philippeville or Italy. However, UNRRA as a whole clearly has authority to spend its funds for such purposes. Accordingly, if you believe that transportation of these refugees to Philippeville or Italy is a wise move, I recommend that you cable Washington to secure specific authority to arrange and pay for the transportation.

4. The information that we now have is not sufficient to determine definitely that all such refugees were displaced as a result of the present war and are therefore within the scope of UNRRA's authorized assistance. I think it would be foolish, however, to investigate this question at the present time if an alternative arrangement could be made. I recommend that we seek from the Inter-Governmental Committee on Refugees, within whose jurisdiction all these refugees undoubtedly come, an agreement to bear the expense of care of any of the refugees who, upon arrival, prove to be beyond the scope of our authority. This method of procedure will avoid the dangerous delay which would result from further investigation before shipment.

ABHAWES/rjw

cc: Keeny  
Registry  
Hawes



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ABHAWES/rjw

cc: Keeny  
Registry  
Hawes



Hawes

Sir Clifford Heathcote-Smith  
I.G.C.R. - Rome

20 Jan 1945

A.A. Serieri

This will serve to summarise the discussion held at our office on 12 January. The meeting was held at your suggestion, and was attended by you, Mr. Resnick, Mr. Wiggins, Mr. Hartley, Mr. Keeny, Mr. Hawes and myself.

The discussion was based on your memorandum of 11 January, concerning plans for cooperation between the UNRRA and IGCR.

With reference to the first group of points in your memorandum, the question was raised as to the definition of "D-Day". You explained that in your opinion, this meant the day on which a decision was reached affecting the citizenship of the individual at which point he would clearly become Stateless. For a period of three to six months following such date you expect UNRRA to give necessary assistance to Stateless persons under its Resolutions and that following this, the responsibility for such individuals would be taken over by IGCR.

It was agreed, generally, that pending assumption of responsibility for the Stateless, by IGCR, the latter agency would be interested in knowing about the nature of assistance and the condition of such refugees, particularly so that IGCR could make specific plans for resettlement of them.

With respect to the second group of points, the following agreements were reached:

Point 1 - Settlement overseas of Stateless: Clearly and IGCR responsibility.

Points 2 and 6 - These points cover the Sections for Assistance to Stateless, operated by IGCR. It was agreed that the handling of registration of these cases would continue under IGCR until UNRRA is ready to assume this responsibility.

Point 3 - It was agreed that IGCR would develop any projects it finds advisable for the "extra physical" welfare of refugees. UNRRA will assist in any way it could and within the limits imposed by the necessity of carrying out its own primary responsibilities.

Point 4 - The first part of this point refers particularly to activities carried out between JDC and Belasen, and it was agreed that the continuation or development of case work activity would be desirable. This work will be carried on by

IGCR and UNHRA would give assistance wherever possible.

With respect to tracing of relatives, it was agreed that this is a proper responsibility of Central Records Bureau and the suggestion was further made that the Central Records Bureau be requested to establish a committee to work in conjunction with it, assisting it in meeting the needs of various agencies working in Italy.

Point 5 - The Supplementary Financial Assistance to Refugees referred to in this point, is related to groups of refugees not eligible for assistance through other sources, to assistance needed because of delays in granting assistance, and to services and items not covered by UNHRA. This point refers particularly to JDC work. It was agreed that the continuation of such work is very sound.

Point 7 - It was agreed that UNHRA must utilize its supplies for these specific responsibilities but that if it is possible, material assistance will be given for projects developed by IGCR.

UNHRA will be glad to make information available to IGCR on matters affecting IGCR activities and it was agreed that IGCR might wish to appoint a staff member to serve as liaison with UNHRA.

It was agreed also that IGCR representatives might observe work in the Displaced Persons camps administered by UNHRA.

an

I trust that this is accurate and complete statement of our conference, but I should be glad to hear from you if you find anything that should be corrected or added.

as/nc

cc Keeny  
Hawes  
Gentile  
Registry



*Displaced Persons*

18 January 1945

Sir Clifford Heathcote-Smith  
Intergovernmental Committee on Refugees  
Allied Commission Headquarters  
Rome.

Dear Sir Clifford:

With reference to our conversation of last week, I am enclosing a copy of a letter sent by us to Allied Force Headquarters.

Because of the provision of resolutions of our Council, our offer of assistance is limited to persons displaced as a result of the war. It is our hope, however, that you will feel able to make an offer similar to ours with respect to persons within your authority but not included within ours.

Sincerely yours,

S.M. Keeny,  
Chief, Italian Mission

SAMK/ABH/nc

encl. - 1

cc Keeny  
Hawes ✓  
Sorieri  
Hodgetts  
Registry

*Free  
Displaced  
Persons  
Non-Italian*

18 January 1945

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Intergovernmental Committee on Refugees  
Allied Commission Headquarters  
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S.M. Keeny,  
Chief, Italian Mission

SMK/ABH/nc

encl. - 1

cc Keeny  
Hawes  
Sorieri  
Hodgetts  
Registry



Hawes for  
your file

File  
non-station  
displaced persons - act

Check  
with Hawes

Hawes says O.K.  
C.B. Hawes

Hawes

To: Mr. S. Mc Keamy

18/1/45

From: C.B. Hawes

Subject: Cost of supplementary rations for  
United Nations displaced persons  
(and others)

Maj. Brown, at Col. Findlay's request, called  
me 16/1/45 to say that their latest estimate  
of the costs was as follows.

	with tea	with coffee
For January	1-0-6	1-0-10
For February	0-19-10	1-0-2

Since this indicates pretty clearly that the  
cost is not likely to exceed £5, no change in  
your letter to G.F.H.Q. seems necessary.

Corrected  
Copy

United Nations Relief and Rehabilitation Administration,  
European Regional Office

16 January, 1945

Dear Hugh,

With reference to our telegram no. 83, I am sending you herewith a copy of the Multilateral Agreement for the Care and Repatriation of Displaced Persons as reprinted with a protocol of signature, in what is intended to be its final form.

Yours sincerely,

/s/ L. H. Robertson

Mr. Hugh R. Jackson;  
U. N. R. R. A.,  
1344, Connecticut Avenue, N.W.  
WASHINGTON 25, D.C.



An Agreement Concerning the Care and Repatriation of Displaced  
Persons

The Government of Belgium, the Provisional Government of France, and the Governments of Luxemburg, the Netherlands, Norway, Poland and Yugoslavia; being desirous of ensuring that the problem of the return to their homes of displaced persons who are nationals of the United Nations may be effectively and expeditiously dealt with on a well co-ordinated plan, and in accordance with the intentions of the Agreement of the 9 November, 1943, for the establishment of the United Nations Relief and Rehabilitation Administration (hereinafter referred to as the Administration) and of Resolution No. 10 adopted by the Council of the Administration at its First Session held at Atlantic City: have agreed as follows:-

Article 1

For the purposes of the present Agreement the expression 'displaced persons' means all nationals of the United Nations signatory to the aforesaid Agreement for the establishment of the Administration who come within the definition of displaced persons contained in paragraph 3 of the aforesaid Resolution No.10.

Article 2

The contracting parties recognise that, as soon as the military authorities agree, the Administration will operate as the central international organ for coordinating the work of repatriating displaced persons in Europe and for regulating by agreement between the Governments concerned the general conditions under which it shall be carried out. While each contracting party will retain full control over displaced persons in its own territory, it will nevertheless give the Administration all possible assistance to enable it to carry out its task, and will consult with the Administration on matters involving international aspects of the problem.

Article 3

Each contracting party undertakes, on assuming responsibility for the administration of its territory or any part thereof, to take the following measures with reference to displaced persons who are nationals of another of the United Nations and who are found in the territory:-

(a) After consultation with the military authorities and in collaboration with the other Governments concerned, to urge the displaced persons, by radio and all other suitable means, to refrain from attempting to make their own way back to their countries but to stay where they are and co-operate with the measures to be taken for organising their return home;

(b) To announce at the same time that, as part of the agreed policy of all the United Nations concerned, it will apply to the displaced persons the principle of equality of treatment with its own nationals and will provide for their orderly and speedy repatriation;

(c) To take without delay all practicable measures to have information collected concerning the location, nationalities, numbers general condition and movements of the displaced persons, and to make such information available at the earliest possible moment to the other Governments concerned and to the Administration;

(d) To treat the displaced persons on a basis of equality with its own nationals in regard to the provision of food, the application of its public medical, relief and welfare services, and the application of restrictive health measures;

(e) So far as available supplies permit, to provide displaced persons who are awaiting repatriation and are in need with clothing sufficient to make up the minimum necessary for health and decency until they leave the territory;



(f) To provide adequate shelter for the displaced persons and, where necessary, to organise assembly centres for collecting together those whose return to their own countries is being arranged;

(g) To lend its good offices for organising the individual registration of the displaced persons and to see that use is made of the international forms which have been prepared in consultation with the Administration;

(h) To ensure as far as possible that before they leave the territory for their own countries the displaced persons are furnished with any personal identity papers or other individual documents (e.g., employment books, wage books, social insurance books) which are in the custody of local authorities, employers or other agencies;

(i) In the case of displaced persons whose return to their own countries is likely to take some substantial time to arrange, to permit them to take up any temporary employment which may be available for them, in order that they may be as self-supporting as possible, provided that the authorities of their own country concur and that the terms and conditions of the employment do not put them in an unfavourable position on the whole as compared with nationals of the territory; and

(j) To admit to its territory, if requested to do so by the Government of another of the United Nations, an approved Mission consisting of one or more officials, for the purpose of -

- (i) Identifying and establishing the national status of displaced persons claiming to be nationals of the United Nation concerned;
- (ii) Issuing visas for their repatriation; and
- (iii) Advising and assisting the authorities of the territory in providing for their care and maintenance and arranging for their repatriation.

Any such national Mission shall be granted a status and privileges similar to those granted to the Mission from the Administration referred to in Article 7.

#### Article 4

Each contracting party undertakes:-

(a) In the case of displaced nationals of another of the United Nations who seek temporary refuge in its territory or who pass into the territory on their way to, and making their own efforts to reach, their own countries; to deal with them as far as possible on the same footing as displaced nationals of other United Nations who are found in the territory at the time the Government assumes administrative responsibility for it, and to give all practicable assistance for facilitating their return to their own countries; and

(b) In the case of officially organised convoys of displaced nationals of another of the United Nations passing through the territory on their return to their own countries; to grant them freedom of transit, provided the authorities of the territory have been officially notified in advance of the origin and destination of the convoy and the time and route of its transit through the territory.

#### Article 5

In the case of adjoining territories of two or more of the United Nations, the respective Governments undertake to confer on the steps



to be taken at the common frontier between the territories in order to canalise and regulate unorganised movements of displaced persons seeking to return to their own countries, with a view to providing for carrying out the necessary measures in regard to them.

#### Article 6

As regards displaced persons who are nationals of the United Nations, but whose place of settled residence before their displacement was in the territory of one of the United Nations other than that of which they are nationals, the contracting parties, while they can give no absolute or general guarantee to readmit all such persons into their territory, undertake to meet any requests they may receive for their readmission in a spirit of wide humanity as contemplated in paragraph (8) of the Report of Sub-Committee 4 of Committee IV of the First Session of the Council of the Administration held at Atlantic City.

#### Article 7

Each contracting party undertakes to admit to its territory an approved Mission or Delegate for displaced persons from the Administration and:-

- (a) To keep the Mission or Delegate fully informed of the measures being taken in its territory in respect of displaced persons who are nationals of another of the United Nations;
- (b) To give the Mission or Delegate facilities for visiting centres where such displaced persons are located and for becoming acquainted with the arrangements made on their behalf;
- (c) To consult the Mission or Delegate on matters affecting coordination of the movement of the displaced persons back to their respective countries; and
- (d) To afford the Mission or Delegate facilities for enabling the Administration to discharge its responsibility in respect of nationals of any United Nation whose Government has asked the Administration to assist in providing for their care and maintenance and arranging for their repatriation.

#### Article 8

It is understood that: -

- (a) In cases where the Administration assumes responsibility for dealing with any group of displaced persons, in pursuance of Article 7, paragraph (d), the Administration will ensure that, so far as circumstances permit, the group will be dealt with by persons of the same nationality as the displaced persons;
- (b) The Administration will consult with the parties signatory to this Agreement as to any serious emergency which it is considered may arise through the influx of very large numbers of displaced persons, other than their own nationals, into their territories and as to any special assistance which may be needed from the Administration for dealing with such an emergency.

#### Article 9

It is understood that the contracting parties are free to make bilateral arrangements among themselves for applying or supplementing the provisions of this Agreement, and that the Administration will be informed of any arrangements which are so made.

#### Article 10

- (a) The present Agreement shall enter into force between all the

signatory Governments as from this day's date.

- (b) Thereafter, it shall be open to accession the part of any Government which has not signed it. Accessions shall be notified to the ~~Provisional~~ Government of France and shall take effect immediately. The Provisional Government of France will inform all the other contracting Governments of the receipt of all notices of accession.

In faith whereof the undersigned plenipotentiaries, having been duly authorised thereto by their respective governments, have signed the present Agreement.

Done this       day of ~~January~~ <sup>February</sup>, 1945, at the European Regional Office of the United Nations Relief and Rehabilitation Administration in London in a single copy which shall remain deposited in the archives of the French Government, which shall furnish certified copies to all other signatory Governments.

For the Government of Belgium

For the Provisional Government of France

For the Government of Luxemburg

For the Government of the Netherlands

For the Government of Norway

For the Government of Poland

For the Government of Yugoslavia



Protocol of Signature

At the moment of signing the ~~Multilateral~~ Agreement concerning the Care and Repatriation of Displaced Persons the signatory Governments have taken note of the following reservations:-

1. The Netherlands Government in signing this Agreement states that it will only apply the provisions of the Agreement to those countries which equally apply them.
2. The Polish Government in signing this Agreement states that its provisions will bind the Polish Government exclusively in respect of those countries which are parties to the Agreement in question and as far as the aforesaid countries deem themselves bound.
3. The Yugoslav Government considers that it alone is competent to deal with the problem of persons, members of enemy nations, ~~whether they be~~ either enemy nationals who previously resided in Yugoslavia, or Yugoslav subjects, members of enemy minorities, who during the war for any reason whatsoever have left the territory of Yugoslavia.

In faith whereof the undersigned plenipotentiaries, having been duly authorised thereto by their respective Governments, have signed the present Protocol.

Done this                      day of <sup>February</sup>~~January~~, 1945, at the European Regional Office of the United Nations Relief and Rehabilitation Administration in London in a single copy which shall remain deposited in the archives of the Provisional Government of France, which shall furnish certified copies to all other signatory Governments.

For the Government of Belgium

For the ~~Provisional~~ Government of France

For the Government of Luxembourg

For the Government of the Netherlands

For the Government of Norway

For the Government of Poland

For the Government of Yugoslavia



*Hawes*  
*Non-Italian*

15 January 1945

Supreme Allied Commander  
Mediterranean Theatre of Operations  
Allied Forces Headquarters  
Caserta, Italy

Dear Sir:

It has been proposed that the United States and United Kingdom military authorities in Italy issue to certain displaced persons, out of military stocks, supplementary rations in monthly amounts valued at about \$5.00 each. Reimbursement must be secured, and it will be sought from the governments of the persons involved, except in the case of American or British nationals.

In order to meet the problem posed by stateless persons and refugees of enemy nationality and by inevitable delay in securing the agreements from the various governments to make the necessary reimbursement, the United Nations Relief and Rehabilitation Administration makes the following offer:

Under the conditions set forth below, we will underwrite the distribution of the supplementary rations to persons in the following classes found in Italy:

- a) United Nations nationals (other than American or British nationals) displaced as a result of the war;
- b) Stateless persons displaced as a result of the war; and
- c) Other persons (not including Italian nationals) who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom, by action of the enemy during the war, because of race, religion or activities in favor of the United Nations.

The costs which we offer to underwrite are the costs incurred by the United States or United Kingdom military authorities in dollars or sterling for the rations distributed. We offer to pay such costs for rations distributed to persons in class (a) during a three months period, to the extent that their governments are unable or unwilling to do so. We shall be glad to discuss later the possibility of continuing to finance the distribution, after the three-months



15 January 1945

period, to displaced United Nations nationals whose governments prove unable or unwilling to reimburse the military authorities. Until further notice, we also offer to pay such costs for rations distributed to persons in class (b) or class (c), so long as they remain authorized objects of our assistance under the Resolutions of the Council of this Administration. Payment of all such costs will be effected by crediting the respective contribution of the United States or United Kingdom to the Administration, as the case may be.

It is understood that the military authorities will immediately undertake to secure the agreements of the governments of persons in class (a) to make reimbursement for the cost of the rations distributed, and it is understood that any agreement so obtained will relate back to the commencement of distribution, thus relieving the Administration from all liability for the cost of the rations distributed to nationals of the government concerned.

The Administration reserves the right to claim from the governments concerned reimbursement of costs thus sustained by it in assisting their nationals, to the extent that the policies of the Council of the Administration authorize or require it to do so.

Each recipient receiving the supplementary rations will, it is understood, be charged in lire the equivalent of the cost of the rations at the current rate of exchange, unless it is determined that the recipient cannot afford to make such payment. The lire thus obtained will be remitted to this Administration to the extent that it bears the foreign exchange cost of the rations for which the lire were paid.

It is also understood that the present plan calls for distribution largely through consulates of the nations involved. While this arrangement is, at the moment, satisfactory as a temporary measure, if the Administration is to continue the underwriting, it may wish shortly to provide that the distribution shall take place through the channels which it will use in its broader program for assistance to displaced persons.

In any case, this offer is contingent upon the working out of operating arrangements which will assure that the distribution underwritten is carried out in accordance with the policies of the Council of the Administration.

Very truly yours,

S.M. Keeny  
Chief, UNRRA Italian Mission

ABH/nc

cc Keeny  
✓ Hawes  
Registry



15 January 1945

Supreme Allied Commander  
Mediterranean Theatre of Operations  
Allied Forces Headquarters  
Caserta, Italy

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15 January 1945

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In any case, this offer is contingent upon the working out of operating arrangements which will assure that the distribution underwritten is carried out in accordance with the policies of the Council of the Administration.

Very truly yours,

S. M. Keeny.  
Chief, UNRRA Italian Mission

AEH/rjw  
cc: Keeny  
Hawes  
Ratay  
Registry



copy

*File*  
*Displaced*  
*Persons*  
*Homes*

INTERGOVERNMENTAL COMMITTEE ON REFUGEES  
HEADQUARTERS ALLIED COMMISSION  
APO 394

11 January, 1945

M E M O R A N D U M -

UNRRA AND IGCR - TENTATIVE PLAN FOR COOPERATION  
-----

1. A provisional allocation of responsibilities, where work may overlap, is advisable.
2. IGCR has an overall mandate for refugees - this excludes nationals in the country of operation.
3. By the Montreal Agreement with UNRRA, it excludes physical care and maintenance until a reasonable period after D-Day.
4. Subsequently IGCR will have full responsibility for all Stateless.

Herewith are IGCR's wishes in this interim period as regards refugees on Italian soil: and this subject to mutual agreement.

1. Settlement overseas of Stateless.
2. Registration of Stateless in IGCR's Section for Assistance to Stateless.
3. Certain projects for extra-physical welfare of refugees - their initiation and cooperation with UNRRA as found advantageous.
4. Case work among refugees, including tracing relatives.
5. Supplementary financial assistance to -refugees--  
To Jews, both foreign nationals and stateless, as well as to certain Italians (mainly JDC work).
6. Section for Assistance to Stateless. Continuation of this Section in any area, for financial and other assistance, until UNRRA ready to absorb it.
7. Assistance from UNRRA.

Help with materials in projects, and access to UNRRA's statistical or any other relevant records: and on occasion lending of personnel - on a reciprocal basis.

Note: See No. 3 above.

Project which might be initiated cover a convalescent home, school, workshops, farm training, and elderly persons' home.

C.E. Heathcote-Smith  
R.R., IGCR



*Non-Station  
Free*

A. A. Sorieri

S. M. Keeny

10 January 1945

Rations for UNITED Nations Nationals

Attached is Hawes' memo on the project for underwriting rations for United Nations nationals.

You will note that he suggests that the matter be sent to Washington for information and decision whether the governments of paying countries should reimburse UNRRA later. He recommends, however, that we proceed with the plan without waiting for a reply.

Sir Clifford asked me for a date to discuss the matter as between us and the I.G.C. I set Friday at 10:00. Sir Clifford is to prepare the agenda. I am providing him with a copy of the Hawes' memorandum in advance.

I suggest that you tell Col. Findlay now that we are ready to go ahead and that we confirm the arrangement after we have talked to Sir Clifford.

SMKEENY/rw

cc: Hawes ✓  
Registry  
Keeny

TELEGRAM

10 January 1945

To: AMCONSULATE  
ALGIERS

Code: CLEAR

Charge: UNRRA

FOR CAMPBELL, UNRRA FROM ROME NO.

REFERENCE YOUR 1 PARAGRAPH 2. IF STATELESS AND  
DISPLACED BY WAR OR IF OF ENEMY NATIONALITY AND DIS-  
PLACED BY ENEMY DURING WAR BECAUSE OF RACE, RELIGION  
OR ACTIVITIES IN FAVOR OF UNITED NATIONS, THEY MAY BE  
ACCEPTED.

ABHawes/rg

cc: Campbell  
Keeny  
Registry  
Hawes ✓  
Washington  
Cochran  
London



*Non-Italian*

10 January 1945

Supreme Allied Commander  
Mediterranean Theatre of Operations  
Allied Forces Headquarters  
Caserta, Italy

Dear Sir:

It has been proposed that the United States and United Kingdom military authorities in Italy issue to certain displaced persons out of military stocks supplementary rations in monthly amounts valued at about \$5.00 each. Reimbursement must be secured, and it will be sought from the governments of the persons involved, except in the case of American or British nationals.

In order to meet the problem posed by stateless persons and refugees of enemy nationality and by the inevitable delay in securing agreements from the various governments to make the necessary reimbursement, the United Nations Relief and Rehabilitation Administration makes the following offer.

Under the conditions set forth below, we will underwrite the distribution of the supplementary rations to persons in the following classes found in Italy:

- a) United Nations nationals (other than American or British nationals) displaced as a result of the war;
- b) Stateless persons displaced as a result of the war; and
- c) Other persons (not including Italian nationals) who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom, by action of the enemy, because of race, religion or activities in favor of the United Nations.

The costs which we offer to underwrite are the costs

incurred by the United States or United Kingdom military authorities in dollars or sterling for the rations distributed. We offer to pay such costs for rations distributed to persons in class (a) during a three-months period, to the extent that their governments are unable or unwilling to do so. We shall be glad to discuss later the possibility of continuing to finance the distribution, after the three-months period, to displaced United Nations nationals whose governments prove unable or unwilling to reimburse the military authorities. Until further notice, we also offer to pay such costs for rations distributed to persons in class (b) or class (c), so long as they remain authorized objects of our assistance under the Resolutions of the Council of this Administration. Payment of all such costs will be effected by crediting the respective contribution of the United States or United Kingdom to the Administration, as the case may be.

It is understood that the military authorities will immediately undertake to secure the agreements of the governments of persons in class (a) to make reimbursement for the cost of the rations distributed, and it is understood that any agreement so obtained will relate back to the commencement of distribution, thus relieving the Administration from all liability for the cost of the rations distributed to nationals of the government concerned.

The Administration, in any case, reserves the right to claim from the governments concerned reimbursement of costs thus sustained by it in assisting their nationals, to the extent that the policies of the Council of the Administration authorize or require it to do so.

Very truly yours,

S. M. Keeny  
Chief, UNRRA Italian Mission

ABH/rg  
cc: Keeny  
Registry  
Hawes



*Non-Italian*

*1st Draft*

10 January 1945

Supreme Allied Commander  
Mediterranean Theatre of Operations  
Allied Forces Headquarters  
Caserta, Italy

Dear Sir:

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The Administration, in any case, reserves the right to claim from the governments concerned reimbursement of costs thus sustained by it in assisting their nationals, to the extent that the policies of the Council of the Administration authorize or require it to do so.

Very truly yours,

S. M. Keeny  
Chief, UNRRA Italian Mission

ABH/rg  
cc: Keeny  
Registry  
Hawes



*File: Am. Forces 500*  
*Non-Italian*

Draft  
ABHawes  
10 January 1945

Supreme Allied Commander  
Mediterranean Theatre of Operations  
Allied Forces Headquarters  
Caserta, Italy

Dear Sir:

It has been proposed that the U.S. and U.K. military authorities in Italy issue to certain displaced persons supplementary rations out of military stocks. Reimbursement will be sought from the governments of the persons involved, except the U.S. and the U.K. governments.

In connection with this proposal and in order to meet the problem posed by stateless persons and enemy nationals and by the inevitable delay in securing agreement from the various governments to make the necessary reimbursement, the United Nations Relief and Rehabilitation Administration makes the following offer.

We will underwrite the distribution of the supplementary rations, under the conditions set forth below, to the following classes of persons found in Italy:

- a) United Nations nationals displaced as a result of the war,
- b) Stateless persons displaced as a result of the war,
- c) Other persons who have been obliged to leave their country or place of origin or former residence or

who have been deported therefrom, by action of the enemy, because of race, religion or activities in favor of the United Nations.

The costs which we offer to underwrite are the costs incurred by the U.S. or U.K. military authorities in foreign exchange for the rations distributed. We offer to pay such costs for all rations distributed during the three-months period to persons of class (a) if their governments are unable or unwilling to do so. We will be glad to discuss later the possibility of continuing to finance the distribution after the three-months period to persons whose governments prove unable or unwilling to reimburse the military authorities. We offer to pay such costs for rations distributed to persons in classes (b) <sup>or</sup> ~~and~~ (c) above until further notice, so long as they remain authorized subjects of our assistance, under the Resolutions of the Council of this Administration. Payment of such costs will be effected by crediting the respective contribution of the U.S. or U.K., as the case may be.

It is understood that the military authorities will immediately undertake to secure the agreements of the governments of persons in class (a) to reimburse the authorities for the cost of the rations distributed, and it is understood that any agreement so obtained will date back to the commencement of distribution, thus relieving the Administration from all liability for the cost of the rations distributed to nationals of the government concerned.

The Administration, in any case, reserves the right to



claim reimbursement from the governments of any persons thus assisted by it, to the extent that the policies of the Administration's Council requires to do so.

: Mihail M. Menshikov

For: Mr. Feller

Alexander B. Hawes Thru: Mr. Keeny

9 January 1945

*Assistance to  
Displaced  
National  
Non-Italian*

I am attaching a copy of a memorandum to Mr. Keeny concerning the proposal that UNRRA underwrite the distribution of supplementary rations out of Army stocks to certain displaced persons in Italy. The proposal raises a question which is coming up frequently, that is, whether we need to take any further steps to satisfy the requirement that the governments involved agree to or concur in our assistance to their displaced nationals. As I point out, in the attached memorandum, if we had to deal with Resolution 1 alone, such agreement would not be necessary for the care of, but only for the repatriation or return of, displaced persons. Even in Resolution 10, the reference in Paragraph 3 to the report of Sub-Committee 4 of Committee IV is only for the purpose of defining the classes of persons "to be repatriated." Unfortunately, perhaps through carelessness, the Sub-Committee's report goes much further and, as indicated in the quotation, interprets Resolution 1 as confining all assistance given displaced persons to nationals of governments from which UNRRA has received the necessary agreement or concurrence.

As also indicated in my memorandum, I believe that we have received requests from most of the European United Nations, but whether those requests are in terms broad enough to include their displaced nationals found in Italy and specific enough to satisfy the requirements of the documents referred to above, I do not know. It would be extremely helpful if you could send us a statement as to what nationalities of displaced persons we are authorized to care for in Italy, in the light of this discussion.

Thank you for Mr. Feller's letter of 23 December 1944 answering my letter of 11 November. I am glad to have your ruling as to the categories of clients of the Joint Distribution Committee for whom we are authorized to accept responsibility. You may wish to know the reason why I did not originally adopt the reasoning of your letter, although it had occurred to me. I felt that Resolution 57 created a new category of persons to be cared for by UNRRA, in addition to the general category of displaced persons. I did not feel that the statements of the report of Sub-Committee 4 of Com-



mittee IV, which of course antedated Resolution 57, could be considered as restricting its operation. This seemed to me particularly true since the first category of persons referred to in Resolution 57 is "displaced persons as contemplated by Resolution 10," thus clearly incorporating the reference in Resolution 10 to the Sub-Committee's report, while the description of "other persons" in the Resolution makes no reference to Resolution 10 or the Sub-Committee's report. As to the reference in the basic UNRRA agreement to "victims of war," all of the Joint Distribution Committee's clients would, of course, come in this category.

I enclose a copy of the memorandum on dissident Yugoslav refugees which should be self-explanatory.

Attachment - 1

ABH/rg  
cc  
Keeny  
Files  
Hawes ✓

Xtra  
: Mihail M. Menshikov

For: Mr. Feller

Alexander B. Hawes Thru:Mr. Keeny

9 January 1945

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Attachment - 1

ABH/rg  
cc  
Keeny  
Files  
Hawes

*Annotated DP*

*Non-Italian*

S. M. Keeny

Alexander B. Hawes

9 January 1945

"Dissident" Yugoslav Refugees -- (non-Partisan)

I have read Mr. Sorieri's memorandum of 21 December 1944 on this subject. As I understand the situation, according to unconfirmed reports, all Yugoslavs in Italy have been ordered to return to Yugoslavia by January 15th, or face the threat of loss of their nationality. Your question, I take it, is whether this would affect our authority or responsibility to care for them.

If the non-returning Yugoslavs were deprived of their nationality and made stateless persons, our authority and responsibility to care for them would continue under Resolution 57. Otherwise the present situation would not be changed unless we had official notice from the Yugoslav Government requesting us not to care for their nationals who remain in Italy. Such a request would raise an extremely difficult question of policy which would have to be handled in Washington and which might affect the whole proposal to give relief to Yugoslavia. I do not think any purpose would be served in trying to answer that question until it actually arises.

ABH/re  
cc  
Hawes ✓  
Washington  
Files



*file*  
S. M. Keeny

Alexander B. Hawes

9 January 1945

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ABH/rg  
cc  
Hawes  
Washington  
Files

Date? ms.

S. M. Keeny

Alexander B. Hawes

Draft memorandum from AFHQ, G-5, on provision of subsistence or supplementary subsistence for certain United Nations nationals in liberated territories in Italy.

It has been proposed that the American and British military authorities in Italy distribute supplementary rations out of military stocks to certain displaced persons. These include:

- a) United Nations nationals
- b) Stateless persons
- c) Other persons who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom, by action of the enemy because of race, religion or activities in favor of the United Nations (not including Italians).

Reimbursement in cash for these rations will be sought from the Governments of the United Nations nationals involved. Since it may take up to three months to obtain the agreement of the various governments to make such reimbursement, it has been proposed that UNRRA underwrite the distribution to United Nations nationals for such period. If agreement is obtained from any government, it will relate back to commencement of distribution and relieve UNRRA of liability from that time. Since no such agreement can be obtained in the case of stateless persons or persons of enemy nationality, it is proposed that UNRRA finance the distribution to such persons so long as they remain a responsibility of this Administration.

You have asked my opinion as to the authority of the UNRRA Italian Mission to undertake the proposed obligations.

1) In my opinion, subject to the comments in Paragraph 3 below, the Mission is clearly authorized to spend foreign exchange, in accordance with an approved budget, to finance the distribution of food to displaced persons in the categories listed above.

2) It has not yet been decided whether the governments of so-called paying countries are to reimburse UNRRA for the cost of the care of their nationals in enemy or ex-enemy areas.



in case the area is unable to bear the cost. Accordingly, pending a decision that such governments are not to reimburse UNRRA, an account should be kept by nationality of all foreign exchange expenditures made in behalf of United Nations displaced persons.

3) Such operations as are proposed should probably, however, be undertaken only "in agreement with the appropriate governments." Council Resolution 1, Section II, Paragraph 1 sets forth as one of the types of service which UNRRA may undertake: "Assistance in caring for, and maintaining records of, persons found in any areas under the control of any of the United Nations who by reason of war have been displaced from their homes and, in accordance with the appropriate governments, military authorities or other agencies, in securing their repatriation or return." If this were the only provision involved, it might well be maintained that the "agreement of the appropriate governments" is required only for the repatriation or return of displaced persons, while care may be undertaken without such agreement. However, Paragraph 8 of the report of Sub-Committee 4 of Committee IV reads in part as follows: "The Sub-Committee, recognizing that UNRRA cannot render assistance to any of the categories of persons referred to above without the concurrence and cooperation of the governments concerned...." In view of this language, I recommend that the action of the Mission in undertaking the obligations proposed should be reported to the Washington office, so that it may be determined there whether any further steps need be taken to obtain agreements from the United Nations governments involved. I am of the impression that UNRRA has received requests from at least the following governments to assist in the care of their nationals displaced in enemy territory: Greece, Yugoslavia, Czechoslovakia, Poland, France, Belgium, Luxembourg, the Netherlands and Norway. However, I cannot remember the exact text of these requests and may be mistaken. I do not believe that you should wait for further clearance from Washington, however, before undertaking these obligations. The amounts involved are relatively small, the need is great, and the possible lack of formal agreements does not seem to me of sufficient importance to justify withholding assistance.

ABHawes/rg

cc: Washington  
Files  
Hawes

*[Handwritten signature]*

*Assistance for I P*  
*Man - Italian*

A. A. Sorieri

S. M. Keen

8 January 1945

Rations for United Nations Nationals

I assume that the follow-up on rations for United Nations nationals is in your hands and that you are clearing the legal questions with Hawes. Please keep me informed of developments.

SMAGENY/rw

cc: Hawes ✓  
Keen  
Registry



*Howes:  
Please read  
with other data  
on this subject  
some*

COPY

HEADQUARTERS ALLIED COMMISSION

AFD 394

DISPERSED PERSONS AND REPATRIATION SUB COMMISSION

*Keeny*

DPH/20/3

6 January 1945.

SUBJECT : Provision of subsistence or Supplementary Subsistence for  
Certain United Nations Nationals in Liberated Territories  
in Italy.

TO : G.-5 Section, A.F.H.Q. (2).

1. I enclose suggested amendments to your draft letter on  
food for Allied Nationals. In cases where U.N.R.R.A. is named it is,  
of course, subject to confirmation in writing from U.N.R.R.A.

2. The following were present and agreed to the draft:-

I.G.C.R.

U.N.R.R.A.

J.D.C.

Captain Ward J. Cates, Finance Officer, D.P.R.S.C.

Major Timmons, representing Chief Finance Officer, A.C.

3. Neutral Consuls and International Red Cross. The Committee  
felt very strongly that something should be done for them in particular, as  
the Swiss and International Red Cross have done, and are doing a great job  
of work for Allied Nationals all over Italy.

4. I hope this document will soon be passed, as indeed the case  
of these United Nations Nationals is in many instances a very sorry one.

C.B. WINGLAY,  
Colonel,  
Director.

Copies to : I.G.C.R.  
U.N.R.R.A.  
Chief Finance Officer, A.C. (att. Major Timmons)  
File DPH/1-4/ADM.  
J.D.C.

*R-541*

COPY

AMENDMENT TO : Draft Letter.

Provision of Subsistence or Supplementary Subsistence  
for Certain United Nations Nationals in Liberated  
Territories in Italy.

Para 3. Add throughout:-

"Other Accredited" to Diplomatic or Consular.

Para 3 (d) Omit last sentence and add:-

Where the items are sold the maximum sale price to be  
charged shall not exceed the cost invoiced to the Consul  
expressed in dollars and sterling and converted into lire  
at the prevailing rate of exchange.

Add new sub-para:

Para 3 (f) Where no Diplomatic, Consular, or other accredited repre-  
sentative is available, the A.C. will appoint a body to act  
on behalf of the Diplomatic, Consular or other Accredited  
Representative, this body will obtain the necessary assurance  
required in Para 3 (a), either from the Government concerned,  
or Diplomatic, Consular, or other Accredited Representative  
concerned.

Para 3 (g) Stateless.

(a) In so far as categories fall within U.N.R.R.A.'s  
charter, U.N.R.R.A. will provide dollar and sterling  
payments

(b) In so far as residual stateless categories fall  
outside above, I.G.C.R. will act similarly for the first  
three months of this operation.

Add new paragraph:-

Para 5.

(a) U.N.R.R.A. will accept the responsibility of under-  
writing of payments in dollars and sterling for a period of  
three months for nations under Para 3, subject to a guarantee  
from such countries as they judge paying countries that they  
will obtain authority from their Governments within a period  
of three months.

(b) U.N.R.R.A. will accept the responsibility of under-  
writing of payments in dollars and sterling for those nations  
under Para 3, whom they judge as non-paying countries.



DRAFT

RESTRICTED

ALLIED FORCE HEADQUARTERS  
G-5 Section  
APO 512

SUBJECT : Provision of subsistence or Supplementary Subsistence for Certain United Nations Nationals in Liberated Territories in Italy.

TO : All concerned.

1. General.

In order to supplement the civilian ration of United Nations Nationals in Italy, the following maximum scale will be made available monthly from Allied Military Stocks under conditions as enumerated in succeeding paragraphs below:

- 6 lbs Corn Beef or equivalent
- 2 lbs Soup Powder (or Pulses)
- 1 lb Tea or 1 lb Coffee
- 2 lbs Sugar
- 2 lbs Soap
- 1 lb Salt
- 4 lbs Evaporated Milk or equivalent (if personal physical condition requires)

The conditions under which these stocks are made available will be strictly observed.

2. U.S. and British Nationals

Essential food stocks may be provided from U.S. and British Army stocks to U.S. and British Nationals respectively in liberated territories in ITALY on the following conditions only:-

(a) They must be bona fide nationals of the United States or of a country of the British Commonwealth.

(b) They must provide evidence that they are unable satisfactorily to subsist themselves by other means.

(c) The supplies furnished under conditions (a) and (b) above will be minimum essentials necessary to supplement that foodstuff procurable locally, but will not exceed the items and quantities as shown in Para 1, per individual per month.

(d) The supplies will be made available through U.S. or British sources, as applicable, to the American or British Consul in the several cities or areas within Italy, under such arrangements as may be laid down by the appropriate authority. The sale to the U.S. and British Nationals will be made by the Consuls under such conditions as they may determine.



The American and British Consuls will be responsible for ensuring that conditions (a) and (b) above are satisfied and will so certify if called upon to do so.

3. Nationals of United Nations Countries other than U.S. and Great Britain.

Nationals of United Nations countries other than U.S. and Great Britain, will be authorized to procure foodstuffs from U.S. or British Army sources under the following conditions only. The supplies will be furnished 50 percent by the United States and 50 percent by the United Kingdom, or as close to these proportions as is practicable. This arrangement is not intended to supersede other arrangements which have been authorized by the Allied military authorities in this Theater under which United Nations Nationals who are members of recognized Missions are drawing rations from military sources.

(a) The Diplomatic or Consular representative in Italy of the country whose Nationals are concerned, must certify in writing to a committee to be set up under the auspices of the Allied Commission that his Government has arranged to reimburse the British or U.S. Government for the food which is to be drawn.

(b) The Committee referred to in (a) must be provided with satisfactory evidence of the Nationality of the persons involved, and conclusive evidence must also be provided to the Committee that these persons are unable satisfactorily to subsist themselves by other means.

(c) The supplies furnished under conditions (a) and (b) above will be the minimum essentials necessary to supplement foodstuff procurable locally, but will not exceed the items and quantities as shown in Para. 1 per individual per month.

(d) The supplies provided will be issued to the Diplomatic or Consular official indicated by the Committee referred to in (a), against the receipt of that official. The British or U.S. Army depots making the issue will send a copy of the vouchers to the Chief Accountant, A.C., priced in dollars or sterling as the case may be. The Chief Accountant will report these issues periodically to the U.S. and British Governments in order that financial settlement may be made as guaranteed under (a) above. The Diplomatic or Consular official receiving the supplies will sell them to his Nationals under such terms as he may lay down.

(e) Within the same city or immediate area, the United States and British responsibility for assisting these nationals will be apportioned on an equitable basis between the U.S. and U.K. by the Committee referred to in (a) above.

4. Italian Nationals.

Italian Nationals will in no circumstances be provided subsistence under the above authorities.



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COPY

HEADQUARTERS ALLIED COMMISSION  
APO 394  
DISPLACED PERSONS & REPATRIATION SUB-COMMISSION

*File  
Displaced  
Persons  
Non-Italian*

DPR/20/Q

6 January, 1945.

SUBJECT: Provision of subsistence or Supplementary Subsistence for  
Certain United Nations Nationals in Liberated Territories  
in Italy.

TO: G-5 Section, A.F.H.Q. (2)

1. I enclose suggested amendments to your draft letter on food  
for Allied Nationals. In cases, where U.N.R.R.A. is named it is of course,  
subject to confirmation in writing from U.N.R.R.A.
2. The following were present and agreed to the draft:-  
  
I.G.C.R.  
U.N.R.R.A.  
J.D.C.  
Captain Ward J. Oates, Finance Officer, D.P.R.S.C.  
Major Timmons, representing Chief Finance Officer, A.C.
3. Neutral Consuls and International Red Cross. The Committee felt  
very strongly that something should be done for them in particular, as the  
Swiss and International Red Cross have done, and are doing a great job of  
work for Allied Nationals all over Italy.
4. I hope this document will soon be passed, as indeed the case of  
these United Nations Nationals is in many instances a very sorry one.

C.B. FINDLAY,  
Colonel,  
Director.

Copies to:-  
I.G.C.R.  
U.N.R.R.A.  
Chief Finance Officer, A.C. (att. Major Timmons)  
File DPR/1-4/ADM  
J.D.C.



COPY

AMENDMENT TO : Draft Letter.

Provision of Subsistence or Supplementary Subsistence  
for Certain United Nations Nationals in Liberated  
Territories in Italy.

Para 3. Add throughout:-

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Para 3 (d) Omit last sentence and add:-

Where the items are sold the maximum sale price to be  
charged shall not exceed the cost invoiced to the Consul  
expressed in dollars and sterling and converted into lire  
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Add new sub-para;

Para 3 (f)

Where no Diplomatic, Consular, or other accredited repre-  
sentative is available, the A.C. will appoint a body to act  
on behalf of the Diplomatic, Consular or other accredited  
Representative, this body will obtain the necessary assurance  
required in Para 3 (a), either from the Government concerned,  
or Diplomatic, Consular, or other Accredited Representative  
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Para 3 (g)

Stateless.

(a) In so far as categories fall within U.N.R.R.A.'s  
charter, U.N.R.R.A. will provide dollar and sterling  
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(b) In so far as residual stateless categories fall  
outside above, I.G.C.R. will act similarly for the first  
three months of this operation.

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Para 5.

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writing of payments in dollars and sterling for a period of  
three months for nations under Para 3, subject to a guarantee  
from such countries as they judge paying countries that they  
will obtain authority from their Governments within a period  
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(b) U.N.R.R.A. will accept the responsibility of under-  
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DRAFT

RESTRICTED

ALLIED FORCE HEADQUARTERS  
G-5 Section  
APO 512

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The American and British Consuls will be responsible for ensuring that conditions (a) and (b) above are satisfied and will so certify if called upon to do so.

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Nationals of United Nations countries other than U.S. and Great Britain, will be authorized to procure foodstuffs from U.S. or British Army sources under the following conditions only. The supplies will be furnished 50 percent by the United States and 50 percent by the United Kingdom, or as close to these proportions as is practicable. This arrangement is not intended to supersede other arrangements which have been authorized by the Allied military authorities in this Theater under which United Nations Nationals who are members of recognized Missions are drawing rations from military sources.

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(b) The Committee referred to in (a) must be provided with satisfactory evidence of the Nationality of the persons involved, and conclusive evidence must also be provided to the Committee that these persons are unable satisfactorily to subsist themselves by other means.

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(e) Within the same city or immediate area, the United States and British responsibility for assisting these nationals will be apportioned on an equitable basis between the U.S. and U.K. by the Committee referred to in (a) above.

4. Italian Nationals.

Italian Nationals will in no circumstances be provided subsistence under the above authorities.



Hawes

: Mr. Sorieri

A.B. Hawes

3 January 1945

Authority to Care For Yugoslav  
Prisoners of War in Italy.

You have asked my opinion as to whether the UNRRA Italian Mission is authorized to care for and participate in the repatriation of Yugoslav prisoners of war in Italy.

My conclusion is that it is so authorized if UNRRA receives the consent of the Allied military authorities and the request of the Yugoslav Government to undertake the activity.

Resolution 57 authorizes operations in ex-enemy areas for the care and repatriation or return of displaced persons "as contemplated by Resolution 10".

Resolution 10 recommends consultation by member governments with the Director General concerning the return to their homes of "prisoners, exiles, and other displaced persons" (Paragraph 2).

It also recommends that the classes of persons to be repatriated be those referred to in paragraphs 5 and 6 of the report of Subcommittee 4 of Committee IV (Paragraph 3).

Paragraph 6 of this report states that the Subcommittee "decided" that "UNRRA should not have any responsibility for the repatriation of prisoners of war who have served in the armies of the United Nations unless requested by the member government concerned to undertake such responsibility in respect of any particular group". This makes it at least advisable, if not clearly essential, to have a request from the Yugoslav Government before undertaking the activity.

The consent of the military authorities in control in Italy is, of course, a pre-requisite under Article VII of the Agreement of 9 Nov. 1943, as well as Paragraph 1 of Resolution 57.



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
Jeanne d'Arc Refugee Camp  
Philippeville, Algeria

*Mr. Hawes*

*File  
Displaced Persons*

BY AIR POUCH

2 January, 1945

Mr. S.M. Keeny  
Chief, UNRRA Italian Mission  
Italian Mission Headquarters  
A C H Q  
Rome, Italy

*Non-Filician*

Subject: Conference with David Blickenstaff, Special Representative  
of American Relief Organizations in Spain.

Dear Sam:

As I have written you, I met Mr. Blickenstaff in Tangier on 20 and 21 of December. Our conversation resulted in my securing considerable information regarding the refugee problem in Spain as it is today.

The liberation of France has, of course, stopped the flow of refugees into Spain from across the Pyrenees and, in other instances, has opened possibilities for early repatriation or resettlement by some of those in Spain at this time. However, according to Mr. Blickenstaff's assumption, there are about 1000 displaced persons in Spain now, majority of them stateless, for whom the situation has not changed in the least. These are mostly Hungarian and Polish Jews with a smattering of German Austrian and others. They are at present being taken care of through Mr. Blickenstaff's office, but all of them are still subject to oppressive measures by the Spanish Government. They are given no work permits and many of them are, therefore, driven to work surreptitiously, or become involved in black market activities and thus run afoul of Spanish law. Others, for political reasons, are in prison or detention camps.

Mr. Blickenstaff stated that as of 12 December there were 69 people who have been passed by G-2 and the French of North Africa for admission into North Africa, but are still in prison or in the camps at Miranda o Manclares. In these same places are 25 others whose applications have been submitted, but on which no ruling has been received. Twenty-five others have filed applications but have been rejected. Mr. Blickenstaff is particularly interested in this group in prison and camps as they are receiving, in most instances, decidedly inhuman treatment. (You probably are aware that refugees being moved from Spain into North Africa have always been required to submit applications to us which, in turn, have been passed on to the Travel Control Section of G-2 in North Africa. This section has screened these people jointly with the French refusing admission to some and okaying others. In speaking of applications accepted, rejected or pending, we are referring to this process)



Mr. S.M. Keeny - 2 January, 1945

(Page.....2)

As of 12 December Mr. Blickenstaff has submitted 380 applications on which action has been taken by G-2 in North Africa. One hundred and ninety-nine people have been approved for admission to French North Africa and 181 rejected. Thirty-nine applications are now in the hands of G-2 on which no report has been received to date.

Since the closing of the Casablanca camp, in which American and British governments were jointly involved, Mr. Blickenstaff has been unable to get either government to assume any responsibility whatsoever for the transportation of refugees from Spain. He urged me to obtain, if possible, an agreement from UNRRA that UNRRA would accept responsibility for the movement of these people from Spain.

Mr. Blickenstaff made the following guesses as to the total number involved. About 1000 stateless refugees in Spain today. Probably about 500 would be willing to leave Spain for an UNRRA camp elsewhere if they were certain they could be moved at once. Fifty to sixty percent of this latter group would (judging from past experience) be accepted by G-2. In other words, there are probably from 250 to 300 refugees in Spain that are in need of UNRRA assistance elsewhere and are willing to move if UNRRA would accept responsibility for them and provide transportation. Mr. Blickenstaff felt that a small Spanish boat could be chartered to bring these people to any point in North Africa, even Philippeville, if permission for this boat to enter the harbour could be obtained from the French. The chartering of this boat would, by necessity, have to be done by UNRRA.

All in all it occurs to me that it would be extremely unlikely that we would have any appreciable number of these refugees from Spain unless UNRRA assumes responsibility for their transportation and makes a real effort to move them. Should UNRRA make arrangements for moving people from Spain there might be as many as 300 involved.

Will you give me your thinking on this matter and pass on, if you feel desirable, any information to Washington?

Sincerely yours,

Ned Campbell  
Acting Project Director



File  
Displaced  
Persons  
(non-Italians)

## UNRRA - ITALIAN MISSION

BUCK SLIPDate: 7 GEN 1945

<u>FROM</u>	<u>TO</u>
Chief of Mission.....	_____
Supply Division .....	_____
Health Division .....	_____
Welfare Division.....	_____
Disp. Persons Div.....	_____ <i>MP</i>
Finance Office .....	_____
Admin. Services .....	_____
✓ <u>Mr. Hawes</u>	_____ <i>(initials)</i>
<i>(initials)</i> Registry.....	_____

Documents referred to in  
## 2 + 3 on R2. already  
sent to Mr. Hawes 3 Jan.

G. A. H.



V Ratay

7/2/45

To discuss with

Hawes.

aa3

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

23 DEC 1944

Mr. S. M. Keeny  
Chief of Italian Mission  
United Nations Relief & Rehabilitation  
Administration  
c/o American Consul  
Rome, Italy

Attention: Mr. Alexander B. Hawes

Dear Mr. Keeny:

This is in answer to Alec Hawes' letter of 11 November.

Dealing first with the inquiry concerning the classes of persons for whom the Joint Distribution Committee has asked UNRRA to accept responsibility, we agree that the first category is clearly within UNRRA's competence and that the third category is equally clearly outside UNRRA's jurisdiction.

With regard to the second category, we agree with your conclusion that those persons are not within the scope of UNRRA's operations, though not with the reasoning which you base on the word "enemy". The displaced persons for whom UNRRA is authorized to make provision are those who have been displaced as a result of the war. The agreement itself speaks of "victims of war" and the definition of the classes of displaced persons for whom UNRRA is to be responsible as set out in the report of Subcommittee 4 of Committee IV of the first session of the Council speaks of persons "obliged to leave their homes by reason of the war" or "who are exiles as a result of the war". Moreover, the Standing Technical Committee on Displaced Persons has recently approved of a statement setting out the categories of displaced persons for whom UNRRA is to be responsible and the activities it is authorized to undertake with respect to displaced persons. This statement, a copy of which is enclosed, is also limited to persons displaced by reason of the war. We feel, in view of this, that displaced persons must be read as being confined to persons displaced by reason of the war. The statement of the Displaced Persons Committee is not completely final. It is still being discussed between Washington and London and may as a result of this discussion be varied, but in the meantime we should be guided by it.

5 GEN 1945

\*A/1/003  
A114  
\*418/003  
\*014/007



We disagree with the inference which you draw from the use by Resolutions 57 and 60 of the term "enemy". Our view is that it is merely a descriptive term used in place of a long list of countries, and that it carries with it no implications as to the time a particular country became an enemy. It is our view that "by action of the enemy" does not necessarily mean "by action of such and such a country after the date on which it became an enemy".

Our reasoning leads to the same conclusion, namely, that UNRRA cannot assume responsibility for persons forced to leave their homes before the outbreak of war. However, if such persons have been obliged to move again since the outbreak of war, they would then qualify for UNRRA assistance. It seems very likely that, for example, most refugees obliged to leave their homes in Germany before the war and who settled in other parts of Europe, will have been obliged to move again at least once since the outbreak of war, and that, therefore, the question is not likely to lead to great practical difficulty.

With regard to the various documents which you ask us to send, the position is as follows:

1. Gross' Report. This is still in the form of a rough draft and no copies are available at present, as Gross himself is still engaged in revising it. As soon as it assumes a more final form, we shall send a copy to you.
2. We enclose copies of the latest drafts of the agreements with Yugoslavia and Poland. Article III(b) and IV in the Polish agreement are suggested revisions submitted to but not yet approved by the Director General. If accepted, these provisions will also be inserted in the Czech and Yugoslav agreements. These provisions were developed here in Washington after the Czechs and the Yugoslavs, in preliminary negotiations, indicated that the previous sections on transfer of supplies and local currency proceeds would not be acceptable to them. We do not as yet know whether these revised provisions would be entirely satisfactory to them even if they are approved by the Director General.
3. We enclose the Terms of Service in the Balkans as finally approved by the Combined Chiefs of Staff.
4. No final agreement has yet been reached with the voluntary societies on the terms of service for their personnel after the period of military responsibility. The matter has been referred to London, and the Welfare Division here expect it to be finalized while the Director General is there. The Welfare Division has suggested one change, and that is the deletion of the word "provisionally" from Clause 20, so that any questions arising in the field may, if necessary, be finally settled there. No word has yet been heard from London.



5. The summary of the Group Life Insurance Policy is not yet available, nor are there any copies of the policy itself. We are endeavouring to obtain both and will send them when available.

With regard to the question of employer's liability, we agree that the best policy will be to use local currency supplies by AC or the Italian government in order to obtain social insurance and to provide benefits similar to those provided by local employers. We have seen the new paragraph suggested in your Airgram No. 1 to cover this point, and agree with that form save for the question of employees' contributions, on which we commented in our cable No. 79 of 11 December.

With regard to third party liability, while we agree that UNRRA should claim the immunity contemplated by the Resolutions and thus not be subject to suit in the civil courts, we do not think that it would be a desirable policy for UNRRA to refuse actual liability in such cases. It would create an extremely bad impression if persons suffering harm, as in the example you give, through an accident involving an UNRRA vehicle, were left without compensation of any sort. Our policy should be to pay compensation in such cases, so that the person injured is not in a worse position through being run over by a "Relief and Rehabilitation" truck rather than by someone else's truck. We think that a more desirable arrangement would be to formulate some procedure for the settlement of such claims by agreement with the injured party and preferably also with the government authorities in the area, or by arbitration. Any amount that is actually paid over in such circumstances would, of course, come out of local currency and be borne by the Italian government.

Sincerely yours,

FOR THE ACTING DIRECTOR GENERAL

*A. H. Feller*

A. H. Feller  
General Counsel



~~SECRET DRAFT~~  
9 November 1944

TO: S. M. Keeny, Chief Italian Mission  
FROM: Alexander S. Hawes, Assistant General Counsel  
SUBJECT: Request of Joint Distribution Committee

Mr. Greenleigh, representing the Joint Distribution Committee, has asked UNRRA to assume responsibility for certain refugees and other Jews now being cared for by that Committee. The persons covered by the request all come within the three following groups:

- (1) Persons who have been forced to leave their homes during the war;
- (2) Persons who were forced to leave their homes <sup>and not during</sup> before the war; and
- (3) Persons who have been persecuted by Axis Governments on account of race, religion, or activities in favor of the United Nations, but who have not moved from their original residence.

UNRRA can clearly assume responsibility for the first group. Such persons come within Resolution 57 as "displaced persons" \* \* contemplated by Resolution 10" (United Nations nationals or stateless persons) or "other persons who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom, by action of the enemy, because of race, religion, or activities in favor of the United Nations" (including enemy or ex-enemy nations<sup>al</sup>), or within Resolution 58 simply as "displaced persons" (including United Nations, enemy, and ex-enemy nationals, and stateless persons).

The second group raises a question of interpretation. I believe that the term "displaced persons", as used in both Resolution 57 and Resolution 58, means persons who were displaced as a result of the war. I believe also that the phrase "persons who have been obliged to leave their country" <sup>or</sup>

9 November 1944

place of origin, or former residence, or who have been deported therefrom, by action of the enemy," also is confined to persons forced to leave their homes during the war. In support of this interpretation, it may be pointed out that the term "enemy" is not properly applicable to the Axis Governments prior to the outbreak of the war. Consequently, persons who were displaced before the war, but who have not been forced to move since the war began, do not, in my opinion, come within the provisions, referred to above, in the resolutions authorizing UNRRA operations in Italy. As pointed out below, these persons may be eligible for relief under other provisions of the resolutions.

The third group clearly does not come within the provisions referred to, since they are in no sense displaced persons or persons who have been driven from their homes.

All of these persons are, however, eligible for the relief contemplated by Resolution 58, in the form of provision of medical and sanitary aid and supplies. In addition, each of these persons as are children or nursing or expectant mothers are also eligible for relief under Resolution 58. Finally, it may be pointed out that all of the persons who are eligible for relief, as indicated above, may be entitled to the benefit of the second paragraph of Resolution 2, which provides:

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

cc: Keeny  
Hawes  
Sorieri  
Greenleigh  
Extra

ABHAWES/rw



*File: [unclear] [unclear]  
D.P. [unclear]*

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Italian Mission

6 December 1944

TO : Mr. S.M. Keeny, Chief Italian Mission  
FROM : A. B. Hawes, Assistant General Counsel  
SUBJECT : Expenditures for the Displaced Persons Program.

The categories of displaced persons whom you are authorized to assist and the nature of the operations you are authorized to undertake in connection with displaced persons are indicated in T.D.P. (44) 54, subject to the comments on that paper contained in my memorandum to you of 5 December, 1944.

These remains to indicate only the sources of the funds to be used in the authorized operations.

Resolutions 57 and 58 have almost identical provisions on this subject. Both provide that as to local currency, the Administration shall make arrangements with the Military Command or appropriate authority in the manner contemplated in Sections 19 and 20 of Resolution 14.

The sections refused to read as follows:

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

The Council recommends that governments not in a position to pay a suitable means of foreign exchange for necessary relief and rehabilitation supplies or services make available to the Administration in whole or in part the local currency proceeds from the sale of supplies furnished by the Administration. It shall be the policy of the Administration to use any such local currency for relief and rehabilitation work, including the care and movement of displaced persons, and for such other purposes as may be agreed upon with the government. Programs for the utilization of such local currency shall be formulated by the Director General and the member government involved.

Section 20 - Expenses Met With Local Currency.

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

Of these two, Section 20 is the more important, since it is not likely that the proceeds of sale of supplies will be sufficient to cover the local expenses of the Administration.



Under Section 20, Italy should "so far as possible" bear the expenses incurred in Italian currency by the Administration in handling displaced persons whether under Resolution 57 or Resolution 58.

As for foreign currency expenses of the programs, these may be charged against the Administration's general resources, subject to a condition. The condition is that the Director General consult with a committee as to the financial commitments of the Administration and as to ability to pay. In the case of Resolution 58 it is Italy's ability to pay which is in question. As to Resolution 57 it is the ability of "the countries involved". The quoted phrase clearly includes Italy, where the operations are to be carried on. Whether it also includes the countries of which the displaced persons are nationals is a question I have raised with the General Counsel. Until it is determined that it does not, wisdom would require that we keep account, by nationalities, of the foreign exchange expenditures made on behalf of displaced persons under Resolution 57, since UNRRA may possibly wish eventually to file a claim for reimbursement. This, I understand, would only involve continuing a practice already followed by the military authorities operating the Southern Italian accommodation centers and hospitals.



Standing Technical Committee on  
Displaced Persons  
Minutes/ 11

MDP(44)56  
5 December 1944  
CONFIDENTIAL

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
STANDING TECHNICAL COMMITTEE ON DISPLACED PERSONS

Minutes of the Eleventh Meeting  
10:30 a. m., 22 November 1944  
Room 525, UNRRA Headquarters,  
Washington, D. C.

1. PRESENT

Members and Officers of the Committee:

Chairman (USA) George L. Warren

AUSTRALIA	J. B. Brigden
BELGIUM	Dr. E. J. Bigwood
CHINA	Hung-chun Chang
CUBA	Absent
CZECHOSLOVAKIA	Absent
EGYPT	Dr. Monir Bahgat
FRANCE	Pierre B. Clemenceau
INDIA	H. Trevelyan
IRAN	Absent
LUXEMBOURG	Absent
NETHERLANDS	Dr. A. H. Philipse
NEW ZEALAND	Absent
NORWAY	Absent
PHILIPPINE COMMONWEALTH	Absent
POLAND	Absent
UNION OF SOVIET SOCIALIST REPUBLICS	V. F. Teplyakov
UNITED KINGDOM	Absent
UNITED STATES	Dr. Charles F. Remer
URUGUAY	Absent
VENEZUELA	Absent
YUGOSLAVIA	Absent

Secretary: Thomas M. Cooley, II

Representative of the Director General:

William H. Stauffer

Alternates and Advisers: John Russell (United Kingdom), Dr. Eleanor Dulles  
and Cleon O. Swayzey (United States)

Observer: Martha H. Biehle (Intergovernmental Committee on Refugees)

Secretariat: Doris Garrett, Elizabeth Harrell, Agnes Olive, Al Ornstein,  
Vladimir Pastuhov, Frances Randolph, Helen Semmerling, Eugene S. Sergeev,  
K. Y. Tsai

Other Members of the Staff of the Director General: Gordon Grosvenor,  
Max Habicht, Robert Huang, Kathleen Louchheim.

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## 2. AGENDA

The Agenda for the Eleventh Meeting of the Committee

1. Call to Order
2. Roll Call
3. Approval of Minutes of Tenth Meeting
4. Consideration of suggestions of technical Subcommittee on Displaced Persons for Europe in regard to Statement on Displaced Persons (Documents TDP(44)50, TDP(44)53 and TDP(44)54)
5. Consideration of Resolution relating to selection of Temporary Chairman by Technical Subcommittee on Displaced Persons for the Far East.
6. Approval of appointments made to technical Subcommittee on Displaced Persons for Europe by Chairman
7. Other business
8. Adjournment

## 3. RESUME OF PROCEEDINGS

The Minutes of the Tenth meeting were approved, with the correction previously circulated as TDP(44)51.

The Draft Statement on Displaced Persons, as amended by the technical Subcommittee in London, was taken under consideration. The Representatives of Belgium, Australia, India and the Union of Soviet Socialist Republics raised and discussed the manner of selection of Italian Nationals falling under category C-1, and commented on the scope of Resolution 58 with respect to internally displaced Italians.

The Chairman then obtained consent of the Committee to proceed paragraph by paragraph through the entire document. The Representative of China moved that there be added after the word "homes" in the introductory paragraph the words "or previously settled residences". This motion was seconded by Representatives of the United States and France, and was approved. It was also suggested and approved that the word "classes" in the introductory paragraph be changed to read "categories." The title, introductory paragraph, and Section A were approved.



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Section B was approved without comment.

Section C-1 was the subject of further extended discussion, the language finally adopted being predominantly that of the Representative of the Union of Soviet Socialist Republics.

Section C-2 was approved without comment.

On the suggestion of the Chairman, the Representative of China moved and the Representative of Belgium seconded the motion that Section D of the original draft be re-inserted despite its deletion by the technical Subcommittee in London. This action was approved by the Committee.

Paragraph 1 of the Section entitled "Operations Authorized" was amended, on the suggestion of the Chairman, to eliminate any possible misunderstanding on the question whether it included internally displaced persons. The amendment finally adopted was proposed by the Representative of Belgium.

Paragraph 2 evoked extended discussion relating largely to the construction of the language in Paragraph 10 of the Report of Subcommittee 4 of Committee IV at Atlantic City. The Representative of the Union of Soviet Socialist Republics suggested that the words "do not desire to or" should be deleted from the last clause. The Representative of the United States voiced disapproval of the suggested change in the document pending a clarification by the Administration as to whether this change would alter the policy of the Administration as set forth in Paragraph 10 of the Report of Subcommittee 4 of Committee IV at Atlantic City. The Representative of Australia also did not concur in the change as suggested by the Representative of the Union of Soviet Socialist Republics. Neither of them pressed the issue, however, and the paragraph was approved after the words "do not desire to or" were deleted from the final clause.

Paragraphs 3, 4 and 5 were passed without comment.

Paragraph 6 was amended, at the suggestion of the Representative of the Union of Soviet Socialist Republics, to clarify the extent and conditions of assistance authorized following repatriation or return of displaced persons.

The Representative of China then moved that the statement be adopted as a whole, with the amendments noted. This motion was seconded by the Representatives of Belgium and the Union of Soviet Socialist Republics, and was adopted. There is attached to these minutes and incorporated therein the final form of this statement as adopted by the Committee.

A Resolution relating to the selection of a temporary chairman by the technical Subcommittee on Displaced Persons for the Far East was moved by the Representative of China, seconded by the Representative of the United States, and passed unanimously.

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The following list of appointments to the technical Subcommittee for Europe was presented for approval by the Chairman:

Commander H. D. Lindner (Netherlands) - member  
Monsieur E. G. Marechal (Belgium) - alternate  
Mr. Robert Reinesch (Luxembourg) - member  
Mr. A. J. Clasen (Luxembourg) - member  
Mr. A. Als (Luxembourg) - alternate

The Representative of the United States moved and the Representative of China seconded its adoption. The motion was passed.

The Chairman then read a statement by Mr. Schoenfeld expressing his appreciation of the cooperation of the Committee Members during his Chairmanship, and his pleasure at having had the opportunity of working with them during that time.

On motion duly made and seconded, the meeting was adjourned.

Secretary: \_\_\_\_\_  
Thomas M. Cooley, II

Chairman: \_\_\_\_\_  
George L. Warren



STATEMENT ON DISPLACED PERSONS

I

DISPLACED PERSONS WITH WHOM UNRRA IS AT PRESENT AUTHORIZED TO DEAL

The categories of displaced persons with respect to whose repatriation or return to their homes or previously settled residences UNRRA is at present authorized to deal, subject to agreement with the governments and military authorities concerned and to certain other limitations, are the following:

- A. United Nations Nationals who have been displaced as a result of the war and who are:
  1. found in conquered or occupied enemy or ex-enemy territory (R 10, 57; SC 5a);<sup>1/</sup>
  2. found in liberated United Nations territory outside of their own countries (R 10; SC 5a);
  3. found in liberated United Nations territory having been displaced within their own countries (R 10; SC 5b);
  4. found in United Nations territory never occupied by the enemy (R 10, 46; SC 5c);
  5. prisoners of war or persons who have previously had such status, the categories of such persons to be designated by the governments at whose request assistance is given (R 10; SC 6).
- B. Persons Not Possessing United Nations Nationality, Including Stateless Persons, who have been displaced as a result of the war and who are:
  1. found in liberated territory and who have been obliged to leave their country or place of origin or former residence by action of the enemy, because of their race, religion or activities in favor of the United Nations (R 60);

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<sup>1/</sup> References styled "R" are to Resolutions of the Council at the First and Second Sessions. Those styled "SC" are to the report of Subcommittee 4 of Committee IV, First Session.

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2. found in enemy or ex-enemy territories and who have been obliged to leave their country or place of origin or former residence by action of the enemy, because of their race, religion or activities in favor of the United Nations (R 57);
  3. stateless and who have been driven from their previous places of settled residence and can be repatriated thereto (R 10; SC 5d).
- C. Enemy or Ex-Enemy Nationals Not Falling Under Category B  
who are:
1. certain Italian nationals who have been displaced within their own country, to be determined by agreement among the Administration, the Military Command, and the appropriate authority in Italy, pursuant to Paragraph 2 of Resolution 58 (R 58);
  2. found in liberated territories and who have been intruded into the homes of United Nations nationals and whose removal is necessary (R 47; SC 11, 12).
- D. Miscellaneous  
Any other categories of persons which can be shown to fall within the proper scope of UNRRA's activities (R 10; SC 5e).

## II

### OPERATIONS AUTHORIZED

1. The displaced persons function of UNRRA covers the return to their homes or previous settled residences, and the care pending such return, of all persons included in categories A, B, C1 and D (R 10; SC 5a, b, c, d; R 57, 58, 60).
2. It is not the function of UNRRA to repatriate or return to their former homes persons, other than intruders, who do not desire such repatriation or return; but the care, for a reasonable period, of persons who cannot be repatriated or returned to their homes, is authorized (SC 10).

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1/ References styled "R" are to Resolutions of the Council at the First and Second Sessions. Those styled "SC" are to the report of Subcommittee 4 of Committee IV, First Session.



- 3 -

3. In all activities relating to displaced persons, UNRRA is required to secure the agreement of the United Nations governments or governing authorities concerned (R1, 10; SC 8; R 46, 47, 57, 58, 60).
4. With respect to category A-4, displaced United Nations Nationals found in United Nations territory never occupied by the enemy, care pending repatriation or return may be provided by UNRRA with the limitations: that it should allot its resources mainly in favor of congregated groups as opposed to dispersed individuals; that it should assume responsibility only for necessitous persons, and that it should limit such activities to areas where other resources for maintenance are inadequate or cannot continue to be made available (R46).
5. With respect to category C-2, intruded persons of enemy or ex-enemy nationality, UNRRA is authorized only to undertake, or assist in, their removal to their countries of origin or nationality as a measure of assistance to the United Nations into which they have been intruded (R 47).
6. UNRRA's functions concerning displaced persons include, besides assistance in return to their homes or previously settled residences, the provision of supplies and services required before and during their return. UNRRA may also be called upon by the government or appropriate authority of the country to which they are returned to provide a reasonable measure of assistance to displaced persons after their return. (R 10; SC 19, 21, 22)

22 November 1944

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- 1/ References styled "R" are to Resolutions of the Council at the First and Second Sessions. Those styled "SC" are to the report of Sub-Committee 4 of Committee IV, First Session.

Extract from letter dated 2 Dec. 1944 - A/H.Feller to S.M. Keeny.  
(Ref. A.60)

Opinion

"Finally, you inquire as to the position which we are taking in negotiations with member governments as to obtaining from them the local currency expenses of caring for other United Nations nationals displaced in their countries. Our present position is that we do contemplate that proceeds realized from the sale of supplies in countries the member governments of which have been determined to be in the 'non-paying' category, will be used to pay for such local currency expenses. You may therefore properly inform the Italian Government to that effect."



D.P. file  
(non-95.)

Extract from letter dated 2 Dec. 1944 - A. H. Feller to S.M. Keeny.  
(Ref. A.60)

Opinion

"The second question which you raise is whether the foreign exchange expenses incurred by UNRRA in taking care of displaced United Nations nationals in Italy are to be charged against their respective governments if (1) Italy is determined to be a 'non-paying' country and (2) their governments have not yet been found to be 'non-paying'. After some consideration, I am of the initial opinion that in such cases there should not be a charge against the governments of which the displaced persons are nationals.

This opinion is based on the view that the provision, in Resolution No. 1, Part I, paragraph 3, that the enemy or ex-enemy country should carry all expenses connected with UNRRA's operations within its area, has the effect of relieving the United Nations countries of any responsibility for such expenses. The discussions at Atlantic City show that it was contemplated that UNRRA would under this paragraph assist United Nations nationals displaced in an enemy or ex-enemy area and that UNRRA would do its best to recoup the cost of all such operations from the enemy or ex-enemy country. If, as is probable in the case of Italy, it is determined that it is impossible to collect the foreign exchange costs from the enemy or ex-enemy country, then the thought seems to have been that the ultimate burden will have to be borne by UNRRA resources. This view is, I believe, supported by the discussions at Montreal, where the question was as to whether or not the financial provisions in Resolution 57 watered down UNRRA's chances of recouping. While the use of the plural word "countries" in paragraph 2(b) of Resolution 57 may be used to support an argument for the contrary view, the use of the plural may also be said to refer to the various enemy or ex-enemy countries.

The above is, as I have indicated, my initial reaction to the question raised by you. I am having a further study made of the problem and will keep you posted on the results. I feel that the matter warrants a full discussion with the Director General and the other interested members of the staff inasmuch as the conclusion to be drawn from this opinion would be that France and the other so-called "paying" countries would never be expected to pay for the foreign exchange costs of caring for the displaced persons of their various nationalities found in Germany. It involves of course the question as to the applicability to the enemy or ex-enemy area situation of the policy set forth in Section 16 of the Financial Plan."



*Mr. Hawes*  
*Mon - Italian*

WL/RK  
1 enclosure

TO : Mr. Scott  
From : Dr. Langrod

1. We have re-opened our discussion with the Intergovernmental Committee on Refugees on the 20th of November, 1944, as previously arranged.
2. Those present were: Mr. P. Malin and Mr. J.G. Sillem (Intergovernmental Committee on Refugees), M.J. Burnay, Mme. A. Zegrze and myself (UNHRA).
3. A draft agreement prepared by Mr. Malin was discussed, and a few modifications were introduced at our request. This amended draft is enclosed herewith. I was made quite clear that neither party was committed thereby.
4. Should the proposed draft be approved at high levels, we shall approach Welfare Division and Health Division of UNHRA. We shall also start the second phase of our discussion with the Intergovernmental Committee on Refugees, regarding the technical side of our collaboration with them.
5. Would you be kind enough to note that the enclosed cancels all previous drafts you may have in your possession.

Langrod  
21st November, 1944

Copy to Mr. Heebler.

LA/



In any country where UNHRA is engaged, in whatever capacity or degree, in the displaced-person operations which it is authorised to undertake, it will include among the beneficiaries of these operations, without discrimination, the persons who are covered by the mandate of the IGC and also are among the displaced persons with whom UNHRA is authorised to deal. From the date that UNHRA, by practical tests, is convinced that any such persons are unwilling or unable to be repatriated during the period of UNHRA's repatriation work in that country, and so notifies the IGC, UNHRA will, as part of its displaced-person operations, continue to care for them during a maximum period of six months - unless this is extended in special cases by negotiation. Whenever possible, the IGC will remove such persons to new places of settlement, and thus bring the above responsibility of UNHRA to an end, before the expiration of the six months.

Moreover, it is understood that, in any country where UNHRA is engaged, in whatever capacity or degree, in relief and rehabilitation activities, for the benefit of persons other than the displaced-persons with whom UNHRA is authorised to deal, it will include among the beneficiaries of these activities, without discrimination, the persons who are covered by the mandate of the IGC. This, of course, does not imply that the persons who are covered by the mandate of the IGC and also are among the displaced persons with whom UNHRA is authorised to deal should, at any moment, be doubly benefited by UNHRA. It means simply: (1) that the persons who are covered by the mandate of the IGC and not included among the displaced persons with whom UNHRA is authorised to deal should have the benefit of UNHRA's general relief and rehabilitation activities - if these are available

.....if these are available

in the country concerned; and (2) that the persons who are covered by the mandate of the IGC and are also included among the displaced persons with whom UNHRA is authorised to deal should have the benefit of UNHRA's general relief and rehabilitation activities - if these are available in the country concerned, and UNHRA is not there engaged in displaced person operations or its responsibility for IGC persons, as provided in the preceding paragraph, has come to an end.

20th November, 1944

yv



*Mr. Hawes*  
*File Displaced Persons*  
*ABX*

**R E S T R I C T E D**  
**SUPREME HEADQUARTERS**  
**ALLIED EXPEDITIONARY FORCE.**

18 November 1944

ADMINISTRATIVE MEMORANDUM )  
NUMBER 39 )

**DISPLACED PERSONS & REFUGEES IN GERMANY**

**1.- GENERAL**

1. This memorandum establishes the policy and procedure to be followed by military commanders both during the period of opposed advance and after Military Government has been imposed in whole or in part.

**2. GENERAL POLICY**

a. The liberation care and repatriation of United Nations displaced persons is a major Allied objective. All available resources at the disposal of military commanders will be employed to accomplish it as a direct military responsibility. As soon as military conditions permit, UNRRA will be requested by the Supreme Commander to undertake this responsibility.

b. The control and repatriation of enemy and ex-enemy displaced persons will be a responsibility of the German authorities, acting under the direction of the Allied Military Government authorities. UNRRA may not, under its present charter, assume responsibility for these persons in Germany.

**3. POLICY OF THE SUPREME COMMANDER, AEF**

a. To prevent hindrance to military operations or Military Government by uncontrolled movement of displaced persons and refugees.

b. To prevent or control outbreaks of disease among displaced persons and refugees.

c. To relieve conditions of want among United Nations displaced persons, and to protect them against interference or ill-treatment on the part of German authorities or population.

d. To insure that the German authorities make provision as necessary for the maintenance, care and disposition of enemy or ex-enemy displaced persons and refugees.

e. To effect the rapid and orderly repatriation of United Nations displaced persons.



## RESTRICTED

Supreme Hq. AEF  
Adm. Memo No. 39.

### 4. DEFINITIONS

a. Refugees. Refugees are defined as civilians not outside the national boundaries of their country who desire to return to their homes but require assistance to do so, who are:

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

b. Displaced Persons. Displaced persons are defined as civilians outside the national boundaries of their country by reason of war, who are:

- 1) Desirous but unable to return home or find homes without assistance;
- 2) To be returned to enemy or ex-enemy territory.

c. United Nations Displaced Persons. United Nations Displaced Persons are defined as displaced nationals of the United and Associate Nations. (See Appendix "A" for list of United and Associated Nations).

d. Stateless Persons. Stateless Persons are defined as persons who have been denationalized or whose country of origin cannot be determined, or who cannot establish their right to the nationality claimed.

### 5. ORGANIZATION

#### a. In condition of opposed advance.

- 1) Military Government detachments assigned to displaced persons work will be dropped off by the advancing armies at their assigned locations as these are uncovered in Germany (see TALISMAN Memorandum No. 14, SHAEF/G-5/DP/1043, dated 30 September 1944).
- 2) The normal military chain of command will be employed together with the G-5 technical channel.

b. After Military Government has been imposed in whole or in part. Military District Commanders will relieve advancing armies as rapidly and to the greatest extent possible of the supervision, control and administration of displaced persons and refugees. They will operate through the Displaced Persons Executive (DPX).



## R E S T R I C T E D

### 6. DISPLACED PERSONS EXECUTIVE (DPX)

a. DPX will become operative as Military Government is imposed in whole or in part. It will consist of staff and executive personnel from the following sources:

- 1) Headquarters staffs at Supreme Headquarters, AEF, and subordinate formations.
- 2) Military Government detachments assigned to DPX work.
- 3) Combat and service officers and ORs/EM detailed by commanders to administer processing centers for United Nations displaced persons.
- 4) ATS and WAC personnel who may be used in areas and at times deemed suitable by commanders.
- 5) Displaced Persons staff officers of the Control Commission (British) and the U.S. Group Control Council (attached).
- 6) UNRRA personnel (see paragraph 10)

b. Technical channel for intercommunications. The technical channel may be used for communications between DPX, Supreme Headquarters, AEF, and DPX at subordinate formations.

### 7. INTERNATIONAL ADMINISTRATIVE FRAMEWORK

a) Control during military period. Supreme Headquarters, AEF, will exercise overall administrative control over the care, control and repatriation of displaced persons and the control of refugees so long as the Supreme Commander has responsibility. Chief Liaison Officers for Allied governments concerned will form part of Supreme Headquarters, AEF, to advise and assist in administering their displaced nationals.

#### b) Working arrangements with Allied Governments.

- 1) The Governments of France, Norway, the Netherlands, Belgium, Luxembourg, Yugoslavia and Poland, and Danish representatives in London, have formally expressed their readiness to cooperate with this Headquarters, and with other Allied Governments concerned, in the care and control of displaced persons after liberation, and in the return of displaced persons to their own countries as expeditiously as possible. The governments of Greece and Czechoslovakia have informally expressed a similar intention. (At Appendix "E" is a specimen copy of an exchange of letters relating to the measures which will be taken by these governments).



## R E S T R I C T E D

Supreme Hq. AEF  
Adm. Memo No.39.

- 2) Discussions are in progress with the USSR concerning the coordination of activities in the military zones in Germany.

c) Responsibility of Allied Governments. In interior zones in liberated Allied territory, Allied governments will have full responsibility for displaced persons (including enemy nationals) uncovered within their countries and for their own nationals who have been repatriated by Allied military authorities or other Allied governments. However, where repatriation of displaced persons necessitates the crossing of Germany, the prior consent of the Supreme Headquarters, AEF, must be obtained.

d) Responsibility of Supreme Headquarters, AEF, Missions. Arrangements for the repatriation of displaced persons from Processing Centers in Germany to Reception Centers in their own countries, and repatriation of German displaced persons from Assembly Centers in Allied countries to Reception Centers in areas which are a SHAEF responsibility in Germany, will be made through the Supreme Hq. AEF, Missions to the Governments concerned or, if there is no Mission, directly with the Governments.

### 8. DOCUMENTATION

a) The following basic documents regarding the handling of displaced persons and refugees will continue to be operative except insofar as they may be modified by this Memorandum:

- 1) Supreme Headquarters, AEF, Outline Plan for Refugees and Displaced Persons, AG 383, 7-1 GE-AGM, 4 June 1944.
- 2) Memorandum No. 14, SHAEF/G-5/DP/1043, 30 August 1944

b) Documents relating to technical aspects of the displaced persons and refugees problem are available and should be requisitioned through command channels in quantities required. These documents are listed at Appendix "E".

## II. UNITED NATIONS DISPLACED PERSONS

### 9. RESPONSIBILITY

a) Responsibility of Commanders. When Military Government has been imposed, Military District commanders will take over the following responsibilities from fighting formations:

- 1) Locate, care for and control United Nations displaced persons, moving them if necessary to Assembly Centers, i.e., either camps or accommodation areas under direct military control.
- 2) Submit reports on the presence, number, location and condition of United Nations displaced persons for sub-



**R E S T R I C T E D**

Supreme Hq. AEF  
Adm Memo No. 39

mission through command channels to the appropriate United and Associated Nations military or national authorities.

- 3) Free from confinement nationals of the United Nations and of neutral countries confined, interned or otherwise under restraint by German authorities because of race, religion or activities in favor of the United Nations, and place them under Allied Military control or restriction as may be appropriate pending other disposition.
- 4) Give opportunity to United Nations nationals to join the armed forces of their country if represented by units in the theater, or to serve in labor battalions organized by the military, within the scope of agreements entered into between the governments concerned, after identification and examination and provided their loyalties to the Allies have been determined and they qualify physically and otherwise; or to engage in approved civilian work, including work at Assembly Centers, while awaiting repatriation.
- 5) Safeguard the health and welfare of United Nations displaced persons. They should not be allowed to disperse until arrangements are made for their employment or other disposition.
- 6) Accommodate United Nations displaced persons in areas separate from enemy refugees and enemy displaced persons.
- 7) Register United Nations displaced persons.
- 8) Provide for security checks of United Nations displaced persons.
- 9) Assist Allied Liaison Officers for Repatriation operating under their command.
- 10) Supervise German authorities in making such provision for United Nations displaced persons as directed.
- 11) Arrange through appropriate channels for the repatriation movement of United Nations displaced persons through or out of their areas.
- 12) Assist in the protection of United Nations displaced persons and their property, rights and claims.



R E S T R I C T E D

b. Responsibility of German authorities. German authorities will be required by military commanders to make all necessary provision for United Nations displaced persons. They will:

1. Pay for all goods, facilities and services, as directed, for United Nations displaced persons.
2. Provide the means, as directed, for the care, shelter, maintenance and medical attention required for United Nations displaced persons, as a matter of priority over the needs of the German population.
3. Make similar or such special provision as directed by Military commanders for persons of German or other enemy origin persecuted because of their race, religion or activities in favor of the United Nations.
4. Insure that wages and benefits for United Nations displaced persons who were, or are workers in Germany, and remittances to their families, are paid when due, without distinction on account of race, religion or activities in favor of the United Nations.
5. Produce, as directed, full information regarding the number, location, employment and condition of United Nations displaced persons in Germany and in territory occupied by Germany at the time of surrender.
6. Produce, on demand, lists of United Nations displaced persons in internment and concentration camps, and lists of places of confinement of political prisoners, their location and the character and nature of accommodation.
7. Disseminate, as directed, the Supreme Commander's instructions to United Nations displaced persons.
8. Install loudspeaker radio receiving facilities wherever there are concentrations of United Nations displaced persons.

10. U.N.R.R.A.

a. General Terms of Reference. UNRRA has been authorized by the United and Associated Nations to undertake the care, relief and repatriation of United Nations displaced persons. It must, however, be specifically invited by the government concerned before it can operate in any one of these countries.

b. Terms of Reference in Germany.

1. UNRRA may operate in Germany in providing care, relief and repatriation of United Nations displaced persons on invitation of the Supreme Commander.



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2. UNRRA is not authorized, under its present charter, to undertake the care or repatriation of enemy displaced persons or refugees found in Germany, except stateless persons and persons persecuted because of race, religion or activities in favor of the United Nations.

c. Supreme Commander, AEF- UNRRA Agreement. In order to facilitate the handing over of responsibility to UNRRA as soon as possible, and to insure uniformity of policy, an agreement is being concluded between the Supreme Commander and UNRRA (Agreement is at Appendix 'C').

d. UNRRA Staff Officers. UNRRA staff officers will be attached to and form part of all headquarters at which there are Displaced Persons Staff officers. The proportion of UNRRA officers will be progressively increased as determined by military commanders.

e. UNRRA Executive Officers. UNRRA will provide personnel to take over in whole or in part of the administration and management of Assembly Centers for United Nations displaced persons as and when desired by military commanders, who will call forward personnel through command channels.

f. UNRRA Specialist Personnel. UNRRA will provide specialist personnel, including medical and welfare officers, as requested by military commanders.

g. UNRRA Secretarial and Administrative Personnel. UNRRA may employ secretarial and other administrative personnel as agreed by military commanders.

h. Status .

1. UNRRA personnel will wear a prescribed uniform and will be provided with identification as non-combatants accompanying the armed forces.
2. UNRRA personnel will operate under military control, and the military chain of command will be used for the direction of this personnel and for the submission of any reports to UNRRA.

i. Transfer to UNRRA. The proportion of UNRRA personnel at all levels will be increased as rapidly as military and other considerations permit, in order to facilitate the smooth transfer of full responsibility to UNRRA.

j. Allied Administrative Personnel for Assembly Centers.

1. Supreme Commander, AEF, will through the agency of the European Regional Office of UNRRA, arrange for the employment

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of personnel, other than Liaison Officers for Repatriation, made available by Allied governments for the administration of Assembly Centers for United Nations displaced persons.

2. This personnel will form part of UNRRA. It will be used where administratively feasible for the care of and control of the corresponding national groups. It will not, however, be employed on an exclusively national basis.



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11. INTERGOVERNMENTAL COMMITTEE ON REFUGEES. The Intergovernmental Committee on Refugees remains responsible for the resettlement of persons 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 has agreed to care for these and stateless persons for a period of time agreed upon between UNRRA and the Intergovernmental Committee. After this period, the Intergovernmental Committee will assume responsibility for those not repatriated or resettled.

12. ALLIED LIAISON OFFICES FOR REPATRIATION.

a. European Allied national authorities have made available liaison officers empowered to issue repatriation visas, who will assist in the care and repatriation of their displaced nationals. For the most part, they will carry out this work in Assembly Centers, but their services may be required at all levels.

b. Supreme Headquarters, AEF, will, at the request of military commanders, call forward Allied Liaison Officers for Repatriation.

c. All such officers will be accredited to Supreme Commander, AEF, and attached to headquarters concerned. In all cases they will be subject to military command and control.

d. Military commanders to whose headquarters Liaison Officers for Repatriation are attached, may assign and re-assign them to lower echelons under their command without reference to Supreme Headquarters, AEF, and without reference to Allied national authorities concerned. Assignment or re-assignment of Liaison Officers for Repatriation between Army Group/ Military Districts, or their relief from attachment will not be made without the approval of Supreme Headquarters, AEF.

e. Liaison Officers for Repatriation may receive, and after consultation with the appropriate military authority, act upon such instructions of their government as are consistent with the requirements, of the military authorities. Communications between such officers, and between them and their governments in matters concerning displaced persons will be through military channels.

f. Matters requiring disciplinary action will be referred for advice to the European Allied Contact Section, Supreme Headquarters, AEF. Copies of communications relative to such matters will be sent to DPX, Supreme Headquarters AEF.

g. Allied Liaison Officers for Repatriation will be accorded same privileges as military personnel in the use of such facilities as



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post Exchanges or NAAFI and medical attention.

h. Records regarding the assignment and deployment of Allied Liaison Officers for Repatriation will be maintained by the military headquarters to which they are attached, so that the whereabouts of all such officers can be determined immediately.

1. Basic Functions. Allied Liaison Officers for Repatriation will:

- (1) Assist in the identification and registration of their nationals.
- (2) Recommend in conformity with instructions from their governments, priorities for the repatriation of their nationals.
- (3) Issue repatriation visas.
- (4) Assist in the preparation of reports on the numbers, characteristics and condition of their nationals.

j. Additional Duties. Allied Liaison Officers for Repatriation may:

- (1) Assist in controlling their nationals.
- (2) Assist in welfare and health programs.
- (3) Furnish information to their nationals.
- (4) Assist in the selection of suitable staff from among their nationals as may be required for the management of Assembly Centers.
- (5) Assist in the settlement or documentation of claims for wages, compensation and insurance due to their nationals.
- (6) Assist in protecting, disposing of, or undertaking the custodianship of any property belonging to their nationals.
- (7) Assist in making the necessary arrangements for the exchange or custodianship of currency in the possession of their nationals.
- (8) Assist in coordination of transportation arrangements for repatriation of their nationals.



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(9) With the approval of Assembly Center Directors, select suitable nationals at Assembly Centers to assist Liaison Officers for Repatriation in their work.

(10) Assist military authorities in making security checks of their nationals.

k. Chief Allied Liaison Officers for Repatriation. These will form part of the staff assigned to Displaced Persons work at Supreme Headquarters AEF.

13. PROCESSING CENTERS. A Processing Center (i.e., an accommodation area) may be an Assembly Center, a Reception Center or a Border Control Station.

a. Assembly Centers.

- (1) These will be established as a military responsibility for the temporary care of United Nations displaced persons for whom shelter, food clothing and medical facilities will have to be provided until they can be repatriated.
- (2) It will not be desirable to billet United Nations displaced persons on the German civilian population.

b. Border Control Stations.

- (1) These will be established in Germany, as a military responsibility, on civilian traffic routes, at or near international boundaries, or the lines of demarcation between Allied zones, for the control of movement across these boundaries and demarcation lines.
- (2) All movement out of Germany will be strictly controlled by Allied military authorities in accordance with letters, this headquarters, AG 350.09-4 GBI-AGM, dated 12 September and 11 October 1944. United Nations displaced persons who are being repatriated under the authorization of DPX are not subject to the requirements of this instruction.
- (3) United Nations displaced persons who arrive at frontiers without proper documentation will, after they have been examined by Counter-Intelligence personnel, be processed at Border Control Stations or directed to the nearest Assembly Center.

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14. PROCEDURE FOR DEALING WITH SPECIAL CLASSES.

a. Persons Claiming United Nations PW or Civilian Internee Status.

Persons of United Nations nationality found outside Prisoner of War camps who claim to be prisoners of war, or members of United Nations military forces who have escaped or evaded capture by the enemy and are uncovered in the course of military operations, and British/ U.S. civilians found outside civilian internment camp who claim to be civilian internees, will initially be cared for as displaced persons. They will be reported to Supreme Headquarters, AEF, G-1 Division, PWX Branch, or the nearest PWX organization who will investigate all such cases and determine whether or not the claimants are in fact entitled to that status. Those found not to be so entitled will be deemed displaced persons. When British/U.S. civilian internees are uncovered, notification should be directed to one of these organizations or to the nearest appropriate consular official. It will be a command responsibility, through the appropriate Supreme Headquarters, AEF, Mission or Liaison Officer for Repatriation to request the national authorities of the claimant's nationality for instructions as to his disposition, the care and repatriation of those accepted by PW authorities as United Nations PWs, escapers, evaders, or civilian internees will be ~~the~~ the responsibility of PWX. An administrative memorandum on the care and evacuation of British/U.S. civilian internees will be issued by Supreme Headquarters, AEF, in the near future.

b. United Nations nationals who are members of an enemy para-military or collaborationist organization, captured while not in uniform. Suspects will be dealt with in accordance with the latest revision of letter, this headquarters AG 383-2 GAP-ACM, 14 July 1944. Those not detained as suspects, except Russians (who, pending further instructions, will be treated as Prisoners of War), will be dealt with as displaced persons.

c. United Nations nationals, demobilized from enemy military or para-military organizations. The return to their own countries of the above when they are found in organized uniformed groups will be a responsibility of the Allied demobilization authorities. Stragglers will be processed and repatriated as displaced persons.

d. Expatriates. United Nations expatriates, i.e., United Nations nationals, permanently residing in, but not nationals of Germany, who have not been detained as civilian internees may, for reasons related to the war, require assistance or additional documentation in order to return to their countries of origin. They will be dealt with as displaced persons.

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e. British and U.S. displaced persons and expatriates requiring assistance or documentation. The presence of these persons will be communicated through command channels to the appropriate consular authorities whose authorization will be required before they can be repatriated.

f. Neutral displaced persons, stateless persons, and persons persecuted because of their race, religion or activities in favor of the United Nations, including persons of German origin. The above will be accorded the same assistance granted to United Nations displaced persons provided that their loyalty to the Allies has been determined.

15. LEGAL.

a. United Nations displaced persons arrested by German police will be handed over to military or Military Government police as soon as their identity is established.

b. United Nations displaced persons will be tried in military or Military Government courts and not in German courts.

c. Military commanders will insure that all cases heard in German courts in which the interests of United Nations displaced are involved, are adequately supervised.

16. REPORT AND RETURNS. Reports and returns will be submitted as set out in Appendix "D".

17. REPATRIATION MOVEMENT CONTROL. DFX. Supreme Headquarters, AEF, will administer and supervise repatriation movement.

a. Prior to activation of Inter- Allied Movement Control Authority.

- (1) When military commanders wish to initiate repatriation movement of displaced United Nations nationals, who can be returned to their countries of origin without interference with military operations, such movement will be coordinated by DFX, Supreme Headquarters, AEF, acting through the Supreme Headquarters, AEF, Mission accredited to the country of reception of the displaced persons. Direct communication between Army Group or Military Districts, Communications Zone and Supreme Headquarters AEF, Missions is authorized.

- (2) Arrangements have been made with the governments con-



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cerned to permit repatriation movement of their nationals to designated Reception Centers in France, Luxembourg, Belgium and the Netherlands at a specified daily rate to each Reception Center without necessity of prior notification for each move. Supreme Headquarters, AEF, Missions will notify military commanders concerned as soon as possible of the numbers which can be so received at designated Reception Centers, and of temporary bottlenecks as they arise.

- (3) When it is necessary to repatriate numbers in excess of these daily totals military commanders will request Missions to obtain prior specific authorization from the Allied government and from other military commanders concerned.
- (4) Displaced persons will not be moved across international frontiers to Allied countries other than their countries of origin except where operational necessity makes it mandatory or when they are in transit to their countries of origin.
- (5) In emergencies, movement of United Nations displaced persons to their claimed countries of origin may be effected without registration or the issue of visas. In such cases adequate notice will be given to Reception center and Supreme Headquarters, AEF, Mission concerned in order that arrangement may be made for initial processing at Reception Centers.

**b. After activation of Inter-Allied Movement Control Authority**

- (1) DPX, Supreme Headquarters, AEF, will be notified by means of the Assembly Center Weekly Report forms (CA/d4-revised) of United Nations displaced persons awaiting repatriation at Assembly Centers.
- (2) The Supreme Headquarters, AEF, Mission or government concerned will keep DPX, Supreme Headquarters, AEF, informed as to Reception Center locations in Allied countries and intake capacities.
- (3) DPX, Supreme Headquarters, AEF, will:
  - a) Coordinate movements from Assembly Centers with Reception Center capacities and, in consultation with Movement and Transportation/Transportation Corps, will arrange onward movement. United Nations displaced persons will normally be sent to the nearest Reception Center in their own country able to receive them.



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- b) After consultation with Transportation authorities, issue movement orders to DPX at Military District Headquarters for groups of nationals at specific Assembly Centers. In all cases, copies of these orders will be sent to the Supreme Headquarters, AEF, Mission or government concerned, for necessary preparatory action at the Reception Centers indicated.
- (4) On receipt of a DPX, Supreme Headquarters, AEF, movement order, DPX staff at Military District headquarters will:
- a) Issue appropriate instructions to Assembly Centers concerned.
  - b) Arrange for parties from the Assembly Centers to reach their respective transport assembly points.
- (5) Assembly Center Directors will make up groups on the basis of the movement orders transmitted by Military District Commanders.
- (6) On departure of a group, Assembly Center Directors will:
- a) Submit a return to DPX, Supreme Headquarters, AEF, showing the names, registration numbers, nationality and destination of United Nations displaced persons who have been dispatched each day.

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- (b) Furnish group leaders nominal rolls by nationality, registration number and destination of members of the group, to insure transit and frontier clearance during the journey.
- (c) Furnish each nationality group leader original AEF DP Registration Record cards (DR.2) of all persons of the appropriate nationality making up the group, for delivery to Directors of the Reception Centers concerned.

### III\* ENEMY, EX\*ENEMY AND CO\*BELLIGERENT DISPLACED PERSONS AND REFUGEES.

#### 1a. RESPONSIBILITY

A. RESPONSIBILITY OF MILITARY COMMANDERS. MILITARY commanders will supervise and direct German authorities in matters concerning enemy, ex-enemy and co-belligerent displaced persons and refugees. They will normally discharge this responsibility through Military Government officers and detachments. They will:

- (1) Identify enemy, ex-enemy and co-belligerent displaced persons and intern or otherwise curtail the activities of those whose freedom of movement would endanger the security of the armed forces or Military Government or be otherwise undesirable.
- (2) Supervise German authorities in:
  - (a) The registration of these persons.
  - (b) Making such provision for them as may be directed.
  - (c) The control of refugees.
- (3) When it is in the interests of military government, arrange through DFX channels for repatriation movement into and out of their areas.

b. Responsibility of German authorities They will provide as necessary for enemy, ex-enemy and co-belligerent displaced persons and refugees. In particular, they will :

- (1) Provide and pay for all goods, facilities and services required for them.
- (2) Take all necessary measures as directed by military commanders for their control.
- (3) Produce, on demand, lists of these persons in internment and concentration camps, and lists of places of confinement of political prisoners, and their location.



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(4) Set up Assembly and Reception Centers for them as directed.

(5) Disseminate standfast orders as instructed by military commanders.

19. PROCESSING CENTERS.

a. Wherever possible, enemy displaced persons and refugees will be billeted on the German population.

b. Where necessary, German authorities will establish communal facilities for them. These will be separate from Assembly Centers for United Nations displaced persons.

c. The operation of Processing Centers as laid down for United Nations nationals will be modified as required. Military commanders may establish these Centers as detention camps.

20. REPORTS AND RETURNS.

a. Reports and returns relative to displaced persons not members of the United Nations will be as at Appendix 'D', except that repatriation authorization will be given by Liaison Officers for Repatriation assigned by Allied Military occupation authorities in ex-enemy countries.

b. Military Government detachments at Regierungsbezirke will submit weekly returns to DFX at Military District Headquarters showing numbers of refugees to be returned to their homes by public transport, and the areas to which they are to be returned.

21. REPATRIATION AUTHORIZATION

a. DFX, Supreme Headquarters, AEF, will arrange with other Allied occupying authorities and governments concerned for the identification and documentation of these persons prior to repatriation.

b. Repatriation Movement Control. This will be carried out in conformity with paragraph 17 except that Allied military occupation authorities will act for the governments of the occupied territories.

c. Return of Refugees. Military commanders will arrange to notify and secure clearance from other commanders concerned before returning refugees to their areas.

By command of General EISENHOWER :

T. J. DAVIS  
Brigadier General, USA  
Adjutant General

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APPENDIX 'B'

Adm. Memo No. 39

DISPLACED PERSONS BRANCH  
WORKING ARRANGEMENT WITH THE  
NETHERLANDS MINISTER OF WAR

London, 1st September 1944.

Sir,

I have the honour to inform you that the Netherlands Government after the informal discussions which have taken place between the appropriate members of Supreme Headquarters - AEF, and of the Bureau Netherlands Military Authority, has given careful consideration to the Control, Care and Disposition of Refugees and Displaced Persons. As a result of these considerations and discussions, my Government has asked me to confirm to you the following:

- I. The Netherlands Government is aware of the presence in the Netherlands of allied and enemy nationals (not prisoners of war) and of Netherlands nationals in enemy countries and in countries which are or have been occupied by the enemy (Not prisoners of war), who should be repatriated herein after referred to as "displaced persons", and of the presence in the Netherlands of numbers of its own nationals, forcibly detained from their homes or for other reasons homeless and destitute, herein after referred to as "refugees". They recognize that the restoration of order in Europe will require some reasonable care and control of displaced persons and refugees after the termination of enemy authority over them, and that in general their return to suitable homes in their own countries should be effected as expeditiously as military necessities and political and economic considerations will permit.
- II. The Netherlands Government will therefore subject to such action by the Supreme Commander A.E.F. as the military situation may necessitate and to subsequent financial adjustments to be agreed upon, within the limits of their available resources:
  - (a) Limit the movements of displaced persons and refugees to a minimum through "standstill" instructions, control of frontiers, and other appropriate measures, until their repatriation, settlement or other disposition has been authorised by the appropriate Netherlands and Allied authorities;
  - (b) Provide the necessary care and control of such persons, including medical supervision to prevent epidemics, pending their repatriation or other disposition;
  - (c) Register all displaced persons, including (i) allied nationals, (ii) enemy nationals, and (iii) persons of doubtful, dual or no nationality through a standard procedure and on forms provided by the Supreme Commander A.E.F., such registration record to accompany the displaced persons so registered thereafter as his basic personal record to his final disposition;

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- (d) Establish Processing Centres for the reception, care and disposition of displaced persons within the Netherlands, and deal with the reception of displaced Netherlands nationals returning from abroad;
- (e) Appoint liaison or consular officers to be accredited to other Allied national authorities and to military authorities designated by the Supreme Commander A.E.F. (in Germany or elsewhere) to identify and issue visas to their respective nationals, and to facilitate their necessary care, movements and repatriation, and receive such officers accredited to the Netherlands Government by other national authorities.
- (f) Authorise and facilitate movements into, through and out of Netherlands Territory in accordance with central traffic control requirements of persons whose repatriation has been approved, by the appropriate Netherlands and allied authorities, or whose movement is required for military purposes. All Netherlands subjects whose nationality has been established (cfr. (e)) have the right to enter the Netherlands without question of race, religion or political belief.
- (g) Turn over to the Supreme Commander A.E.F. upon demand for such disposition as may be determined by competent allied authority, any or all enemy displaced persons, and authorise and facilitate the ir movement through and exit from the Netherlands, or other disposition indicated. The Netherlands Government must however reserve the right to hold for investigation and trial persons suspected of violation of the Netherlands law.
- (h) Cooperate with the Supreme Commander A.E.F. and with the national authorities of other allied countries concerned in such other measures as may prove expedient and mutually desirable to effect the purposes above declared (cfr/1).

- III. The Netherlands Government understands further that, to facilitate the task of the Netherlands Government, the Supreme Commander A.E.F. will, subject to the military situation and conditions prevailing at the time, establish a control of Displaced Persons within Germany at the earliest moment.
- IV. The measures outlined above will be without prejudice to the rights of military necessity or existing agreements in other matters.

I avail myself of  
this opportunity to express to you  
Sir,  
the assurances of my high consideration.

/s/ Van Lidth de Jeube  
VAN LIDTH DE JEUBE

Major General Allen W. Gullion,  
USA Chief, Displaced Persons Branch.

NETHERLANDS MINISTER OF WAR.

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APPENDIX 'B' (Cont'd)

SUPREME HEADQUARTERS  
ALLIED EXPEDITIONARY FORCE  
G-5 Division  
Displaced Persons Branch

SHAET/G-5/DP/2701

4 September 1944.

Excellency:

I have the honour to acknowledge receipt of your letter of 1 September 1944, in which you set out measures, based upon informal discussions with members of this Headquarters, which you propose to take in cooperation with the national authorities of other enemy occupied countries of Europe and this Headquarters in the care, control and repatriation or other appropriate dispositions of displaced persons in the Netherlands, and of your own nationals displaced into other countries.

It is a pleasure to advise you that the other national authorities concerned in Western Europe, with whom we have informally consulted, have likewise indicated their desire and intention to adopt similar and mutually cooperative measures designed to accomplish our common purpose.

It is an especial pleasure to observe that the measures proposed by you are in full accord with the plans and purposes of this Headquarters. In expressing the Supreme Commander's appreciation of your cooperation with the military authorities in this complex international undertaking, permit me to assure you further of his own purpose to assist in every way consistent with military requirements, and with the means at his disposal, in giving full effect to the measures which you have outlined.

I am, Excellency,

Yours very sincerely,

His Excellency  
The Netherlands Minister of War

ALLEN W. GULLION  
Major General, USA  
Chief, Displaced Persons Branch

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APPENDIX 'C'

Adm Memo No. 39

AGREEMENT TO REGULARIZE THE RELATIONS BETWEEN THE UNITED  
NATIONS RELIEF AND REHABILITATION ADMINISTRATION AND THE SUPREME  
COMMANDER, ALLIED EXPEDITIONARY FORCE, DURING THE MILITARY PERIOD

1. This agreement has for its object to facilitate the assumption by the United Nations Relief and Rehabilitation Administration in the post-military period of those responsibilities with which it may be charged and to insure a continuous uniformity of policy in the military and post-military periods.

The Supreme Commander, Allied Expeditionary Force, is satisfied that:

a. Subject to the conclusion of appropriate agreements with the Allied National authorities concerned, assistance is desired from the United Nations Relief and Rehabilitation Administration in the matters of health, welfare and displaced persons, by the governments of Belgium, Luxembourg, the Netherlands and Norway, and by the French Committee of National Liberation, in their respective territories.

b. Assistance from the United Nations Relief and Rehabilitation Administration is necessary in the maintenance of health, welfare, registration administration and movement of the nationals of such states and of other Allied countries displaced in enemy or ex enemy territories; and

c. It is desirable that the United Nations Relief and Rehabilitation Administration, in agreement with the Supreme Commander, Allied Expeditionary Force, and the Allied National authorities concerned, undertake specific tasks relating to the foregoing matters.

The United Nations Relief and Rehabilitation Administration for its part desires and intends to render such assistance, subject to the Supreme Commander's, Allied Expeditionary Force, military requirements and to available means and resources.

2. So far as military conditions permit, the Supreme Commander, Allied Expeditionary Force, and the United Nations Relief and Rehabilitation Administration will cooperate in planning and ~~max~~ operation for the matters referred to in paragraph 1 hereof. It is agreed that the following specific measures shall be taken:

a. A United Nations Relief and Rehabilitation Administration Liaison Officer, with any staff the Supreme Commander, Allied Expeditionary Force, may agree to be necessary, shall be attached to the G-5 Division of Supreme Headquarters, Allied Expeditionary Force, to assist in coordination of planning and subsequent operations. He shall be authorized, so far as is consistent with military security, to report to the United Nations Relief and Rehabilitation Administration Regional Office on matters covered by this agreement. Such reports will be transmitted through military channels.

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APPENDIX 'C' (Cont'd)

b. In order to facilitate the transfer to the United Nations Relief and Rehabilitation Administration in the post-military period of such functions as the Allied National authorities concerned may desire, the United Nations Relief and Rehabilitation Administration will provide such personnel as may be agreed with the Supreme Commander, Allied Expeditionary Force, for the purpose of planning and assisting the military authorities in carrying out such operations with respect to the matters referred to in Article 1 hereof as may be undertaken by them. Such personnel will be furnished either as individuals or in the form of detachments and will be under the orders of the Supreme Commander, Allied Expeditionary Force.

3. When called upon by the Supreme Commander, Allied Expeditionary Force, to do so, the United Nations Relief and Rehabilitation Administration will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in Article 1 hereof.

4. The United Nations Relief and Rehabilitation Administration personnel engaged upon field service will wear a prescribed uniform and will be provided with identification as persons accompanying the armed forces. Separate agreements shall regulate the conditions of service of such personnel and the provision of military facilities to them and to the United Nations Relief and Rehabilitation Administration generally.

5. During the period of the Supreme Commander, Allied Expeditionary Force, responsibility, the United Nations Relief and Rehabilitation Administration personnel will, within the area of the Supreme Commander, Allied Expeditionary Force, responsibility, act in all matters under the orders of the Supreme Commander, Allied Expeditionary Force, and through military channels.

6. This agreement may be extended by mutual consent, subject to approval of the Combined Chiefs of Staff, to provide for similar cooperation between the United Nations Relief and Rehabilitation Administration and the Supreme Commander, Allied Expeditionary Force, in any other matters coming within the competence of the United Nations Relief and Rehabilitation Administration upon which assistance is desired by the Allied National authorities concerned.

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DWIGHT D. EISENHOWER  
General, U.S. Army.  
Supreme Commander,  
Allied Expeditionary Force.

---

HERBERT H. LEHMAN  
Director General,  
United Nations Relief and  
Rehabilitation Administration.

November 1944.

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APPENDIX "D"  
Adm. Memo No.39

REPORTS AND RETURNS

Assembly Centre Weekly Report Form (CA/44 - revised).

1. This report will be submitted weekly by Assembly Centre Directors to the C.O. of the Military Government detachment in whose area the Assembly Centre is situated, and to HQs of Corps or Military District, Army, Army Group and DFX SHAEF.
2. It will also be used with the same distribution to give notification of the establishment and location of new Assembly Centres.
3. See also SHAEF Administrative Memorandum No.37 dated 10 November 1944.

DISPLACED PERSONS REGISTRATION RECORD FORM (DP.2):

4. The originals will be given to nationality group leaders when groups to be repatriated leave Assembly Centres. They will be handed over by them to Directors of Reception Centres on arrival. (See paragraph 17b (6)).
5. Duplicate copies for all United Nations displaced persons at Assembly Centres will be forwarded to Supreme Headquarters, AEF when and as completed (i.e. when all items are filled in except numbers (22), (23), (28), (30) and (31)).
6. Duplicate copies for all United Nations displaced persons at Assembly Centres who have been refused repatriation visas by National Liaison Officers for Repatriation, and duplicate copies for those considered to be stateless, will be forwarded with relevant particulars to Supreme Headquarters, AEF, as soon as such status is determined.
7. Original and duplicate (when this has not already been forwarded) copies of this form for United Nations displaced persons who have disappeared after registration or who have died, will be sent by Assembly Centre Directors through channels to Supreme Headquarters, AEF.

AEF Assembly Centre Registration Card (DP. 3):

8. Original copies of this form will be kept at Assembly Centres as part of their permanent records.
9. Duplicate copies will be dispatched by Assembly Centre Directors as soon as completed through channels to Supreme Headquarters, AEF, for onward transmittal to ACOS, G-2/Int. (Para 4 a. (3) of Registration Instructions, CA/45, is modified to this extent).

Supplementary Summary Medical Record (CA/46):

10. When hospitalization is required for any displaced persons, resident at



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APPENDIX "D" (Cont'd)

an Assembly Centre, this form will be completed by the Hospital supervisor or medical officer when the patient is discharged.

11. This record will be attached to the original copy of the AEF DP Registration Record (DR.2) of the individual in question.

Assembly Centre Administration Reports:

12. Assembly Centre Directors will submit monthly reports through channels in accordance with paragraphs 24-27 of Guide to Assembly Centre Administration (CA/d9). Forms CA/d10 - CA/d17 will be employed for this purpose.

Information to be forwarded to Allied Governments:

13. Supreme Headquarters, AEF will forward consolidated returns by nationalities to governments and civilian agencies concerned showing:

- a. Location of Assembly Centres;
- b. Number, sex and age-group of their displaced nationals awaiting repatriation at each Centre;
- c. United Nations Governments will be given access to the records concerning their nationals, at Supreme Headquarters, AEF.

See also Administrative Memorandum No.37 dated 10 November 1944.

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APPENDIX 'E'  
Adm Memo No. 39

DOCUMENTATION

1. Guide to Assembly Centre Administration for Refugees and Displaced Persons (CA/49). July 1944:
2. Guide to the Organization & Staff Requirements of an Assembly Centre of 2,000 - 3,000 Occupants (SHAFF/G-5/DP/2720 dated 13 September 1944).

Both the above contain suggestions which may be helpful to officers commanding Assembly Centers, regarding methods of organization, provision of services, etc.

3. Registration Instructions (CA/45):

These contain directions in 19 languages for the registration of displaced persons which should be made available to all officers commanding Assembly Centres in sufficient quantity to permit distribution to registrars of each language group. These documents have been made available to Allied governments.

4. Instructions for the Use of Supplementary Summary Medical Record (CA/47)

These instructions should be made available to Assembly Centre Directors for distribution to Medical Officers.

5. The following forms will be employed in the registration and recording of displaced persons:

- a. A.E.F. D.P. Index Card (D.P. 1)
- b. A.E.F. D.P. Registration Record (D.R.2)
- c. A.E.F. Assembly Centre Registration Card (D.P. 3)
- d. A.E.F. D.P. Assembly Centre Weekly Report on Numbers and Characteristics by Nationalities (CA/d4 revised).
- e. Supplementary Medical Record (CA/46)
- f. A.E.F. D.P. Meal Record Card (CA/48)

The above forms should be distributed through command channels to all officers detailed to operate Assembly Centres in quantities sufficient to meet their needs. They have been made available to the Allied Governments which have agreed to adopt the Supreme Headquarters, AEF Registration System.

6. Guide to the Establishment of Information Bureaux (SHAFF/G-5/DP/2724. 1 August 1944):

This Guide contains suggestions on the establishment of Information Bureaux which will assist displaced persons by informing them of the location of centres and the nature of facilities available for them. The Guide should be made available through command channels to all Military Government Detachments.

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R E S T R I C T E D

APPENDIX 'E' (Cont'd)

7. Duties of Allied National Liaison Officers for Repatriation (SHAFF. G-5. Displaced Persons Branch, 7 September 1944): Allied Liaison Officers for Displaced persons (AG 383.7-1 GE-ACM, 4 November 1944):

These persons set out the status and duties of Allied Liaison Officers for Repatriation. They should be distributed through command channels to formation commanders and Military Government detachments. They should also be made available to all officers concerned in the operation of Assembly Centres.

8. Communications to, from and about Civilians in Liberated Areas (AG 311.1-2 GE-ACM 14 September 1944 and 16 October 1944):

This memorandum contains information as to how displaced persons may communicate with their families and friends. It should be made available through command channels to all officers operating Assembly Centres and to all Military Government detachments. It should be read in conjunction with Procedure for Red Cross Communication (AG 311.1-2 GE-ACM of 16 October 1944).

9. Use of American and British Red Cross Personnel (AG 080-6 GE-ACM, 10 August 1944):

This memorandum contains the agreement as to the relationship between Allied Forces under command of the Supreme Commander, Allied Expeditionary Force, and the American and British Red Cross Societies in connection with emergency welfare and relief programs in Northwest Europe.

10. Welfare Guide.

This Guide will be helpful in connection with welfare, relief, and related problems of displaced persons and control of refugees. It should be made available through command channels to all officers operating Assembly Centres and to all Military Government detachments.

11. Civil Affairs/Military Government Supplies for the Occupation of Germany (Supreme Hq AEF Administrative Memorandum No. 32, 10 September 1944):

This memorandum indicates the means by which resources will be made available and the methods to be adopted to meet supply requirements for displaced persons in Germany. It should be made available to DFX Staff Officers at all levels.

12. Outline for Civil Affairs/Military Government (CA/Mil/Gov Public Health Technical Operations).

This paper sets out procedures which should be followed by Military Government Public Health personnel responsible for Public Health activities in the Supreme Commander, AEF, area of activity. It should be made available to DFX Staffs at all levels, and to Assembly Centre Directors.

13. Guide to Wage Rates for Civilian Labor utilized by British/U.S. Forces in Germany (Supreme Hq AEF Administrative Memorandum No. 7, 15 September 1944)

This Guide should be made available to all Assembly Centre Directors.

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APPENDIX 'A'  
Adm. Memo No. 39

THE UNITED AND ASSOCIATED NATIONS

The following are members of the United and Associated Nations:

Australia	Liberia
Belgium	Luxembourg
Bolivia	Mexico
Brazil	Netherlands
Canada	New Zealand
Chile	Nicaragua
China	Norway
Columbia	Panama
Costa Rica	Paraguay
Cuba	Peru
Czechoslovakia	Philippine Commonwealth
Denmark	Poland
Dominican Republic	Salvador
Ecuador	Union of South Africa
Egypt	U.S.S.R.
Ethiopia	United Kingdom & Northern Ireland
France	U.S.A.
Greece	Uruguay
Guatemala	Venezuela
Haiti	Yugoslavia
Honduras	
Iceland	
India	
Iran	
Iraq	

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*ABellamy*  
~~SECOND DRAFT~~

9 November 1944  
*File 1*  
*Hawes*  
*Assistance to D.P.*

TO: S. M. Keeny, Chief Italian Mission  
FROM: Alexander B. Hawes, Assistant General Counsel  
SUBJECT: Request of Joint Distribution Committee

Mr. Greenleigh, representing the Joint Distribution Committee, has asked UNRRA to assume responsibility for certain refugee and other Jews now being cared for by that Committee. The persons covered by the request all come within the three following groups:

- (1) Persons who have been forced to leave their homes during the war;
- (2) Persons who were forced to leave their homes <sup>and not during</sup> before the war; and
- (3) Persons who have been persecuted by Axis Governments on account of race, religion, or activities in favor of the United Nations, but who have not moved from their original residence.

UNRRA can clearly assume responsibility for the first group. Such persons come within Resolution 57 as "displaced persons \* \* contemplated by Resolution 10" (United Nations nationals or stateless persons) or "other persons who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom, by action of the enemy, because of race, religion, or activities in favor of the United Nations" (including enemy or ex-enemy nations<sup>al</sup>), or within Resolution 58 simply as "displaced persons" (including United Nations, enemy, and ex-enemy nationals, and stateless persons).

The second group raises a question of interpretation. I believe that the term "displaced persons", as used in both Resolution 57 and Resolution 58, means persons who were displaced as a result of the war. I believe also that the phrase "persons who have been obliged to leave their country,"

9 November 1944

place of origin/ or former residence/ or who have been deported therefrom, by action of the enemy," also is confined to persons forced to leave their homes during the war. In support of this interpretation, it may be pointed out that the term "enemy" is not properly applicable to the Axis Governments prior to the outbreak of the war. Consequently, persons who were displaced before the war, but who have not been forced to move since the war began, do not, in my opinion, come within the provisions, referred to above, in the resolutions authorizing UNRRA operations in Italy. As pointed out below, these persons may be eligible for relief under other provisions of the resolutions.

The third group clearly does not come within the provisions referred to, since they are in no sense displaced persons or persons who have been driven from their homes.

All of these persons are, however, eligible for the relief contemplated by Resolution 58, in the form of provision of medical and sanitary aid and supplies. In addition, such of these persons as are children or nursing or expectant mothers are also eligible for relief under Resolution 58. Finally, it may be pointed out that all of the persons who are eligible for relief, as indicated above, may be entitled to the benefit of the second paragraph of Resolution 2, which provides:

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

cc: Keeny  
Hawes  
Sorieri  
Greenbeigh  
Extra

ABHAWES/rw



*Amended & D.P. Non-Italian*

TDP(44)54

7 November 1944

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

TO: The Members of the standing technical Committee  
on Displaced Persons

FROM: Thomas M. Cooley, II, Deputy Director, Division  
on Displaced Persons

Attached is a draft statement on Displaced Persons showing the amendments adopted by the technical Subcommittee on Displaced Persons for Europe and referred to in TDP(44)53.

The amendments suggested by that Subcommittee are enclosed in brackets.

Attachment: 1

TM Cooley/vgk

11-7-44

mg.



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ALLIED FORCE HEADQUARTERS  
G-5 SECTION  
APO 512

SAG/ahs

G-5: 334-88

31 October 1944

SUBJECT: Meeting of Advisory Committee on Displaced Persons and Refugees,  
Mediterranean Theatre of Operations.

TO : Members of the Committee.

The following matters are on the agenda for meeting of the Advisory Committee to be held at AC at Rome eleven o'clock on Friday the 3rd of November 1944:

1. Review of paper on problems of displaced persons, Stateless persons and their repatriation and transfer in the MTO (paper distributed).
2. UNRRA program in Italy - Mr. Spurgeon M. Keeny, Chief, UNRRA Mission, Italy.
3. Personnel problems with special reference to redistribution of or addition to voluntary agency personnel, to assist in repatriation and displaced persons programs, Italy.
4. Utilization of UNRRA's Special Services (shipping, supplies) on a theatre basis by other relief and service agencies (postponed for discussion by meeting of 29th September).
5. Displaced persons situation in Southern France, with reference to Italy.

*S. A. Goldsmith*  
S. A. GOLDSMITH  
Lt. Colonel  
Secretary

DISTRIBUTION:

Lieutenant General J.G.W. Clark, C.B., M.C., C.A.O., A.F.H.Q.  
Brigadier General Charles M. Spofford, A.C. of S., G-5, A.F.H.Q.  
Governor Robert L. Cochran, U.N.R.R.A. representative, A.F.H.Q.  
Mr. Mason Dobson, American Red Cross  
Lieut. General Sir Kenneth McLeod, K.C.I.E., C.B., D.S.O.  
H.Q. South Europe Commission, British Red Cross, C.M.F.  
Major A. Knight, H.Q. South Europe Commission, British Red Cross, C.M.F.  
Major Rich, G-4 (Log Plans)  
Sir Clifford E. Heathcote-Smith, H.Q. A.C., APO 394  
(for Intergovernmental Committee on Refugees)  
Mr. A.A. Sorieri, UNRRA (Italy Representative)  
Colonel C.B. Findlay, Internees & Displaced Persons Sub-Commission, A.C.  
U.S. Political Adviser's Office  
Refugee Section - AFSC-FEA, c/o NAJEM-APO 399-c/o PM NYC  
H.Q. A.C. APO 394 (for American Joint Distribution Committee).  
British Resident Minister's Office for Sir Anthony Rumbold  
Lt. Col. S. A. Goldsmith, G-5, A.F.H.Q.  
Mr. Gibson (Friends Ambulance Unit, C.M.F. (Tel: Rome 377192)  
Econ & Sups, G-5, A.F.H.Q.  
Col Lewin-Harris, G-5, A.F.H.Q.

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October 1944

PROBLEMS OF DISPLACED PERSONS, STATELESS  
PERSONS AND THEIR REPATRIATION AND TRANS-  
FER IN THE MEDITERRANEAN THEATER OF OPERATIONS

---

PRELIMINARY

This draft paper is an attempt to bring the problem of displaced persons in the Mediterranean Theater of Operations into focus. It is consistent with and to a certain extent based upon the plans made by Supreme Headquarters Allied Expeditionary Force and by Military Headquarters (Balkans), and incorporates information received from these Headquarters. It is intended as a statement of the problem by the Advisory Committee to ensure uniformity of thought and make certain recommendations to which the attention of the Supreme Allied Commander may be invited. At this stage the status of this paper is that of an unofficial draft for discussion.

I. OBJECT

The repatriation and resettlement of displaced persons within the Mediterranean Theater of Operations as soon as possible. In order to achieve this object, and control of movement, registration, collection in assembly areas, care and maintenance therein is essential.

II. DEFINITIONS

Displaced Persons. There are three classes of displaced persons:

- a. Civilian nationals of united or enemy nations or others who are to be repatriated.
- b. Civilians of such nations who are to be returned to their places of previous residence, not being nationals of the country of that residence.
- c. The stateless (in law or fact) for whom a place of temporary or permanent residence needs to be found.

Repatriation. The restoration of displaced persons to the State to which they belong. Such persons are the civilian nationals of united, enemy and neutral nations who either must be, or desire to be, returned to the State to which they belong. Included are all persons other than prisoners of war and those whose status may be defined by the Supreme Allied Commander as ex-prisoners of war.

Transfer. The transfer of stateless persons to their temporary or ultimate destination.

III. ANALYSIS OF THE PROBLEM.

Estimates of the numbers of displaced persons in Europe vary considerably. The latest figures which concern the Mediterranean Theater of Operations are very approximately as follows:

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a. Displaced persons who require to be returned from outside their country to their country within the Mediterranean Theater of Operations. These are largely Italians, Yugoslavs, and Greeks to whose numbers the following is a rough guide:

Italians, (largely in Germany, Hungary & Poland	380,000
(France***)	200,000
*Yugoslavs, largely in Germany, Czechoslovakia	
and Austria	360,000
**Greeks, largely in Bulgaria and Germany	180,000
	<hr/>
	1,120,000

\*Exclusive of Yugoslavs in Mideast Camps and in Italy.

\*\*Exclusive of Greeks in Mideast Camps.

\*\*\*Does not include former Italian Divisions still in Yugoslavia

b. Displaced persons who require to be returned from various places within the Mediterranean Theater of Operations to their own countries outside the Mediterranean Theater of Operations:

1. In Austria

Russians	290,000
Poles	200,000
French	225,000
Belgians	25,000
Czechoslovaks	75,000

---

815,000

2. In Italy

Germans	25,000
Czechs & Poles	5,000

---

30,000

3. In Yugoslavia

Germans	14,000
(There are also Austrians and Germans in annexed Slovenia	50,000
There are Bulgars and Macedonians in South Serbia	80,000
There are resettled Magyars in Bacha	17,000 )

4. In Greece

Poles	59,500
Bulgars	150,000
Germans	23,000
Mixed nationalities to go to Asia Minor, Middle East and Africa	38,500

271,000

c. Within the countries concerned and within the theater as a whole, there is a further considerable problem of actual displacement. For example:

1. In Greece it is estimated that up to 500,000 Greeks may have been the victims of internal displacement, of whom up to 150,000 may be totally destitute.



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2. In Yugoslavia there has been considerable internal population displacement; Serbia has lost some 70,000 Croats "repatriated" to Croatia, and gained about 350,000 Serbs from other sections of Yugoslavia. Croatia lost about 20,000 Bosnian Germans and 3,000 Magyars and its Serbian minority was decreased by 15-20%. It gained the 70,000 Croats mentioned above, and in addition several thousand Germans "Repatriated" from the South Tyrol, Bukovina and Bessarabia.

d. Stateless Persons. There do not seem at present to be any approximately reliable figures available.

#### IV. RESPONSIBILITIES.

The responsibilities for dealing with the above vary considerably according to the status of the indigenous governments in the various countries within the Mediterranean Theater of Operations.

a. In general, it will be desirable for the responsibility of Allied Force Headquarters to be similar to the responsibility of SHAEF in the areas respectively under their control.

e. g. The responsibility of SHAEF in the operational zones has been defined as follows: To prevent any hinderance to military operation or military government which might be occasioned by the massing, control, or movement of displaced persons. To prevent or control outbreaks of disease among displaced persons. To relieve as far as practicable, conditions of want among Allied displaced persons and to relieve, as necessary, destitution among enemy displaced persons.

b. The responsibility of Government in Liberated Areas has been defined by SHAEF as follows:

1. They will normally have full responsibility for displaced persons and refugees and for their own nationals returned to their countries by Allied Military authorities.
2. They should make available specialist personnel to issue repatriation visas and help as necessary in controlling their displaced nationals.
3. They should issue "stand fast" instructions and instruct the frontier guards to direct into Assembly centers or Processing Centers persons attempting self-repatriation. They will as far as possible ensure that a uniform theater policy is carried out for dealing with displaced persons, including registration and reciprocal acceptance of registration and medical clearance records. There should be an agreement to accept and interchange with other national authorities, liaison officers to assist in the supervision and control of displaced persons of their own nationality and who will be empowered to issue repatriation visas. There must be agreement to admit to their territory all their former nationals who may have been displaced by the war into other countries without discrimination on account of race, religion, or political beliefs.

c. The responsibility of UNRRA has been defined as follows:

1. In Allied territories, the responsibility for the care and relief of displaced persons may be delegated to UNRRA at the time and to the extent determined by the Supreme Allied Commander in agreement with the respective governments. The position of UNRRA so far as relief and rehabilitation in Greece, Albania and Yugoslavia is governed by directives issued by MHQ Balkans based on an agreement dated the 3rd of April 1944.

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2. In enemy territory UNRRA will assume responsibility for the care and relief of Allied displaced persons at a time and to the extent to be determined by the Supreme Allied Commander.

d. The responsibility of Intergovernmental Committee on Refugees (I.G.C.R.) has been defined as follows:

The Committee will continue its responsibility for persons who have been obligated to leave their home for reasons of race, religion or political belief and who cannot be or do not desire to be repatriated. It is believed that UNRRA will be prepared to assist for a reasonable period in the care of such persons as cannot be repatriated until the I.G.C.R. is prepared to help remove them to new places of settlement.

e. The responsibility of the International Red Cross and other foreign voluntary societies has been defined as follows:

1. International Red Cross will facilitate dispatch and receipt of communications to, from and about displaced persons.
2. Foreign voluntary societies will have responsibility for relief and welfare at a time and to an extent to be determined by the Supreme Allied Commander. [They will be required to work in collaboration with UNRRA whenever the latter is at work in the area concerned].

f. The responsibility of enemy governments has been defined as follows:

1. Enemy authorities should be required to carry out the following functions as directed by Military Commanders:
  - a. Be responsible for the care, shelter, maintenance and medical attention required by Allied displaced persons in the territory.
  - b. Be responsible for the care and control of enemy displaced persons.
  - c. Be responsible for ensuring that wages and benefits to Allied displaced persons who were or are workers in the territory and remittances to their family are paid when due.
  - d. Be responsible for the production when requested of full information regarding the number, location, employment and condition of Allied nationals in enemy territory and in territory occupied by the enemy at the time of surrender.
  - e. Be responsible for the production on demand of lists of workers in internment and concentration camps and lists of places of confinement of political prisoners, their location and the character and nature of accommodation.
  - f. Be responsible for the release of food, sanitary, medical and clothing stocks held in the territory.
  - g. Be responsible for setting up of assembly centers for enemy and satellite nationals displaced within the territory.
  - h. Be responsible for setting up reception centers as required for repatriating enemy nationals.
  - i. Be responsible for dissemination of "stand fast" orders for displaced persons and for the passing on of the Supreme Allied Commander's instructions to Allied, enemy or Satellite displaced persons in their territory.

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V. METHODS OF ACHIEVING OBJECT.

The various plans for the methods to be adopted in the areas inside the Mediterranean Theater of Operations will differ somewhat in each case. Some of the more important points are suggested below.

a. Traffic Control

It may be necessary to require evacuation, in whole or in part, of selected frontier towns for use as Assembly Centers to which displaced persons attempting self-repatriation may be directed.

Military Commanders will presumably determine the routes which may be utilized and establish traffic control machinery to keep the routes required for military traffic clear. Military Commanders will presumably direct and control the movement of displaced persons within formation areas, employing military police and troops until indigenous police can be organized.

It will be necessary to provide suitable signs designating or pointing the way to highway routes, information bureau and assembly centers. Military Commanders should ensure that an Information Bureau should be set up in any area in which there are large numbers of displaced persons and furnish such Information Bureau with all available intelligence.

Displaced persons should be given an opportunity to join the armed forces of their country if represented in the Theater, or to serve in labor battalions organized by the military provided their loyalties to the Allies have been determined and they qualify physically and otherwise.

Nationals of the United and Associated Nations and neutrals confined, interned, or otherwise under restraint by German authorities should be freed from confinement as a military responsibility. Displaced persons will be transferred to Assembly Centers where they will be held as may be appropriate pending other disposition under military control or in restricted residence.

b. Travel Control

Movement will be strictly controlled under direction of Allied military authorities. Frontier guards will be used to reinforce indigenous frontier control personnel at Border Control Stations. Displaced persons who arrive at Border Control Stations without proper documentation will be directed back to the nearest Assembly Center.

c. 1. Processing or Accommodation Centers.

Assembly Centers and Reception Centers will be accommodation areas, so situated as to afford a direct route to and from recognized frontier crossing points. (Border Control Stations). Both Assembly and Reception Centers may be established within one area; for example, one accommodation area in North-Eastern Italy might serve as an Assembly Centre for displaced Poles in Italy, and also as a Reception Centre for displaced Italians returned from Germany. Border Control Stations, which will not provide accommodation, will be situated on or close to the frontiers on the direct route to and from the Assembly and Reception Centres. Displaced Persons will be channelled from Assembly Centres to Reception Centers, across the frontier, through the Border Control Stations, under supervision.

It will clearly not be desirable to accommodate enemy and allied displaced persons in the same Processing Centers and the operation of normal Processing Centers, should be modified as required for enemy nationals, probably on the lines of detention camps.

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## 2. Assembly Centers.

The function of an Assembly Center will be the temporary care of displaced persons for whom both clothing and medical facilities will have to be provided until they can be given temporary gainful employment or be repatriated. It is here that clothing and shelter will be provided, disease controlled and emergency medical attention given, registration and security examinations performed, Red Cross facilities employed to permit communication with the outside world, grouping arrangements made for accommodation and classification according to nationalities and desired destinations, and compilation of reports on presence and number of nationalities.

## 3. Reception Centers.

The function of Reception Centers will be for the purpose of receiving and providing temporary care for displaced nationals within the territory to which they have returned.

## 4. Border Control Stations.

It is suggested that these should be established as a military responsibility on civilian traffic routes at or near international boundaries for the control of movements across these boundaries of both individual travellers and Displaced persons. Displaced persons who have not been registered should normally be directed from the Border Control Station to the nearest Assembly Center where they can be processed and wait orderly repatriation.

### d. Registration and Returns.

It will be necessary that all displaced persons should be registered in a uniform manner, employing standard registration forms. It will be desirable to follow the procedure already prepared by SHAEF. It will also be necessary to make periodical reports and returns upon the resident population in the Assembly Centers.

### e. Transportation Control

It will be of vital importance to control and coordinate transportation in all areas. In this connection, it is understood that a European Inland Transport Commission is likely to be set up, among whose tasks will be the provision and coordination of such transportation.

### f. Supply.

The maximum use of local resources and organizations should be made. Where such are inadequate, the necessary provision will have to be made from military sources.

## VI. PROBLEMS

It is clear from the above short summary that a number of problems will arise. Among them will be:

a. Coordination on all matters with Supreme Headquarters Allied Expeditionary Force and that part of the military organization assigned to specific tasks in connection with displaced persons (known at SHAEF as DFX). It will probably be thought desirable that liaison officers be exchanged between the Theaters as soon as possible.

b. Coordination of transportation and movement. This is a major problem. It is not only a problem within the Theater, but also requires closest coordination with SHAEF in view of the many hundreds of thousands of displaced persons who will have to pass from one Theater to the other in both directions and also outside Europe.



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c. Minimum standards of welfare and relief should be uniform in both Theaters and policy as to a definite minimum adopted both by the military and by voluntary organizations.

d. Preparation will have to be made for large scale but unorganized attempts at self-repatriation. The ideal solution would be such rigorous control as to make individual action impossible, but experience has proved that no method of control can achieve that object. It must, therefore, be realized that although as strict control as possible should be imposed, yet arrangements to cater for individual wanderers running into many thousands must be made. The alternative will be vagrancy and banditry on an unprecedented scale, together with very serious medical and sanitary implications. One of the first steps to be taken might well be a coordinated "stand fast" propaganda.

e. The position of all non military assistance, particularly UNRRA, should be defined as early as possible. UNRRA's relations with the military are centrally determined and the Combined Civil Affairs Committee, as the agency of the Combined Chiefs of Staff, has been designated as the agency through which UNRRA's contact with the Combined Chiefs of Staff is to be maintained. As a practical matter, however, it is clearly desirable that UNRRA personnel should be infiltrated into all areas with the military at the earliest possible date, so that there may be a gradual taking over by UNRRA of military responsibilities for relief and rehabilitation rather than that the change should be sudden and abrupt.

#### VII. RECOMMENDATIONS.

It seems feasible at this state to recommend that certain further steps be taken and the committee make the following recommendations which it instructs the Secretariat to bring to notice through the appropriate channels.

1. That liaison be established at once with Supreme Headquarters Allied Expeditionary Force in connection with the problem of repatriation of displaced persons throughout Europe, and that civilian agencies represented in the Theater make similar contact with their own agencies and report accordingly. The object will be to make sure that all plans made in the Mediterranean Theater of Operations are, as far as possible, coordinated with the plans already made or about to be made for the European Theater.

2. That particular attention be paid to the problem of transportation and movement and that the Movement and Transportation Section of Allied Force Headquarters in particular be invited to study the problem with representatives of G-5 Section. In the event of a European Inland Transportation Commission being set up, it is recommended that there should be representation thereon competent to present the problem of transportation of displaced persons within this Theater.

3. That existing machinery of propaganda be utilized to give as much publicity as possible to the necessity for obeying "stand fast" orders within this Theater.

4. That the definition of responsibilities of the various parties involved in Paragraph IV and the outlined methods of achieving the object summarized in paragraph V be adopted as a basis for standard operating procedure within the Theater.

5. That personnel of UNRRA and agencies co-operating with UNRRA be infiltrated into the military organization at the earliest possible stage.

6. That camps already set up within the Mediterranean Theater of Operations, e.g. Philippeville and Fedhala be not disbanded until it is clear that there will be no future use for them.

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[Faint, mostly illegible text covering the majority of the page, appearing to be a memorandum or report.]

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DRAFT STATEMENT ON DISPLACED PERSONS

I

DISPLACED PERSONS WITH WHOM UNRRA IS (AT PRESENT) AUTHORIZED TO DEAL

The classes of displaced persons with respect to whose repatriation or return to their homes UNRRA is (at present) authorized to deal, subject to agreement with the governments and military authorities concerned and to certain other limitations, are the following:

- A. United Nations Nationals who have been displaced as a result of the war and who are:
1. found in conquered (or occupied) enemy or ex-enemy territory (R 10, 57; SC 5a); (1)
  2. found in liberated United Nations territory outside of their own countries (R 10; SC 5a);
  3. found in liberated United Nations territory having been displaced within their own countries (R 10; SC 5b);
  4. found in United Nations territory never occupied by the enemy (R 10, 46; SC 5c);
  5. prisoners of war or persons who have previously had such status, the categories of such persons to be designated by the governments at whose request assistance is given (R 10; SC 6).
- B. Persons Not Possessing United Nations Nationality (Including stateless persons) who have been displaced as a result of the war and who are:
1. found in liberated territory and who have been obligated to leave their country or place of origin or former residence by action of the enemy, because of their race, religion or activities in favor of the United Nations (R 60);

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I/ Reference styled "R" are to Resolutions of the council at the First and Second Sessions. Those styled "SC" are to the report of Subcommittee 4 of Committee IV, First Session.



- 2 -

2. found in enemy or ex-enemy territories and who have been obligated to leave their country or place of origin or former residence by <sup>action</sup> of the enemy, because of their race, religion or activities in favor of the United Nations (R57);
3. stateless and who have been driven from their previous places of settled residence and can be repatriated thereto (R 10; SC 5d).

C. Enemy or Ex-Enemy Nationals Not Falling Under Category B who are:

1. Italian nationals belonging to certain groups to be defined by agreement between the military command and the appropriate authority in Italy. and who have been displaced within their own country (R 58);
2. found in liberated territories and who have been intruded into the homes of United Nations national and whose removal is necessary (R 47; SC 11, 12).

## II

### OPERATIONS AUTHORIZED

1. The displaced persons function of UNRRA covers the return to their homes in their countries of origin or nationality or previous settled residence, and the care pending such return, of all persons included in categories, A, B and GI (R10; SC 5a, b, c, d; R 57, 58, 60).
2. It is not the function of UNRRA to repatriate or return to their former homes persons, other than intruders, who do not desire such repatriation or return; but the care, for a reasonable period of persons who do not desire to or cannot be repatriated or returned to their homes, is authorized (SC 9).
3. In all activities relating to displaced persons, UNRRA is required to secure the agreement of the United Nations governments or governing authorities concerned (R1, 10; SC 8; R 46, 47, 58, 60)

I References styled "R" are to Resolutions of the Council at the First and Second Sessions. Those styled "SC" are to the report of Subcommittee 4 of Committee IV, First Session.

4. With respect to category A-4, displaced United Nations Nationals found in United Nations territory never occupied by the enemy, care pending repatriation or return may be provided by UNRRA with the limitations; that it should allot its resources mainly in favor of congregated groups as opposed to dispersed individuals; that it should assume responsibility only for necessitous persons, and that it should limit such activities to areas where other resources for maintenance are inadequate or cannot continue to be made available(R 46).
5. With respect to category C, intruded persons of enemy or ex-enemy nationality, UNRRA is authorized only to undertake, or assist in, their removal to their countries of origin /or nationality/ as a measure of assistance to the United Nations into which they have been intruded (R 47).
6. UNRRA's functions concerning displaced persons included, besides assistance in return to their homes, the provision of supplies and services required before, during and after their return, such as health, welfare, and a reasonable measure of assistance on resettlement (R 10; SC 10, 16, 19, 21, 22)./

(6 October 1944)

(Revised: 7 November 1944)

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Reference styled "R" are to Resolutions of the Council at the First and Second Sessions. Those styled "SC" are to the report of Subcommittee 4 of Committee IV, First Session.

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