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- (a) Analyzing the personnel situation, and
- (b) Discussing with the Camp Operations Division the best method of meeting the serious situation caused by the withdrawal of Voluntary Society workers.

Plans for the Coming Month: -

- (1) The continued development of staff.
- (2) To continue work with the Cairo Council of Voluntary Societies which ties in with the total personnel situation for the Welfare Division and Country Missions as well as camps.
- (3) To visit all camps and make necessary evaluation of Welfare services in relation to needs of camps weighed against available personnel.
- (4) To attempt to stabilize staff so that minimum services can be provided even if certain camps are consolidated.
- (5) To further explore the needs of the camps for supplies other than food, clothing and shelter.
- (6) To continue to advise with the Division of Camps Operations and the Supplies Division on the allocation of Voluntary Agency contributions of cash and clothing in so far as these are earmarked for welfare purposes.

GENERAL COMMENTS - The material being prepared in Washington on welfare problems would be of enormous value if it could be received before operations begin. London has followed the policy of sending minutes and notes indicating the progress of their work instead of waiting until the work is completed. This has been most helpful to us. Suggest that if at all possible Washington should follow a similar policy.

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Director of Welfare Division,
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WELFARE DIVISION UNRRA
GREEK MISSION

Report for September, 1944 of Activities of Voluntary Societies and Headquarters Specialists assigned to the Greek Welfare Mission.

A. Voluntary Societies (assigned to Greek Mission)

1. AML Inspection of Relief and Refugee Units

On 20th September the five Relief and Refugee Units assigned (*) to Greece were reviewed in an inspection by Colonel Lubbock, A.M.L. Commander for District I, Wind Commander Paynter, A/CRO, and several other AML officers. UNRRA personnel of Districts I, II, and III to which teams have been assigned also attended. The inspection was very impressive, each team with its equipment in two lorries packed ready for movement.

Following the inspection Colonel Lubbock, in addressing the group, stressed the possibility that, although he hoped each team could be kept together as a unit, it was more likely that individual members of teams would have to be deployed once operations begin. Therefore, it was incumbent upon each member of a team to acquaint himself fully with the assignments and jobs of other members of a team. All "specialists" must be "general-ists", Colonel Lubbock emphasized.

2. Planned Sessions with Greek Relief and Refugee Units

Following a meeting on 21st September with all members of the Relief and Refugee Units assigned to the Greek Mission at which Mr. Loet led a discussion on the Welfare Division A and P, Mr. Dula discussed with the group the possibility of planning sessions with the teams designed to familiarize all personnel likely to be engaged in welfare work with AML and UNRRA plans, over-all and district. The object would be primarily to carry out Colonel Lubbock's charge to the group that each member of a team should acquaint himself fully with the assignments and files of other members of a team. It was agreed that Mr. Dula and the five team leaders would constitute a steering committee to initiate such sessions.

At the meeting of the steering committee on 22nd September in which Miss Edith Eccles (DWO for District VI) was invited to participate as a representative of the district viewpoint sessions were planned beginning 26th September through 6th October. (See Schedule, attached). It was agreed that the sessions had a four-fold purpose:

- a. To discuss welfare plans for Greece--UNRRA, AML.
- b. To secure the participation of voluntary agency personnel in the development of welfare plans for the districts of operation.
- c. To share knowledge of methods of welfare operations.
- d. To discuss any matters considered necessary to a successful field welfare operation.

(*)	Y.W.C.A.)
	Guides International Service) District 1
	British Red Cross) District 3
	I.V.S.P. (Inter'l Vol. Service for Peace)	
	F.A.U.	--District 2

It was agreed that, while Mr. Dula would act as liaison from the UNRRA side and take the initiative in the first week, Miss Margaret Pilkington, leader of the GIS team, would act as chairman and liaison from the voluntary agency side. It was further agreed that:

- a. Meetings would be held at Camp B where the teams are now living in their own tents and under their own commandant;
- b. District AML and UNRRA personnel would plan the Tuesday and Thursday sessions with teams assigned to their particular districts;
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- f. The steering committee would meet periodically as an evaluation committee with power to adjust the schedule as necessary.

Wing Commander H. S. Paynter gave his approval of the plan, agreeing to appoint an AML officer for Districts I, II and III for the purpose of working out with teams some field exercises in the use of their equipment.

The sessions began on 26th September with each district meeting with its teams as follows:

- District I: Mr. Charles Lewis, Deputy District Director—UNRRA, presented case problems in welfare operations to small units of the teams which later brought back their answers for group comment and criticism.
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- District III: Mr. Carl Compton, District Director, Colonel Fuller, AML Deputy District Commander, and five UNRRA personnel of the District met with their teams for a discussion of the organization of AML in district and of conditions likely to be faced according to intelligence reports.

On 27th September, Mr. Elfan Rees, Director of Welfare for the Albanian Mission, introduced the subject "Making a Relief Survey", dealing with a questionnaire prepared by AML and a questionnaire drafted on a Balkan Mission basis. There was a lively discussion following Mr. Rees' concise presentation and considerable interest was indicated in methods of going about making a survey as well as in the type of information sought.

At the....

At the second session Mr. Dula presented the draft of a Child Welfare A and P for Greece. Wing Commander Paynter and Major Middleton, his deputy, attended this session. Working committees have been set up on schemes of child-feeding, youth programs, foster care, etc. Many of the voluntary agency personnel have had valuable experience in child-caring programs in England and in the ME Refugee Camps.

3. Participation in Registration of Refugees at Moses Wells Camp.

On 25th September Miss Barbara Murray and Miss Beryl Gibson, Welfare Officers (Registration) of the YWCA and GIS Units respectively, left for Moses Wells Camp to observe and participate in the registration of the refugees there on the SHAEF card. Since it was not possible to have all the Registration officers engage in this actual registration of refugees, Miss Murray and Miss Gibson will meet with all the registration officers after they return to give a report on their observations and experience.

B. Headquarters Specialists

1. Occupational Training and self-help opportunities

Miss Leila Bruce, specialist in this field, in consultation with other members of the staff began developing plans for occupational training and self-help measures. These plans follow the same pattern as the over-all AML and UNRRA Welfare Plans for Greece. Suggestions are made for work that could be initiated in the military period and in the UNRRA stage. Types of self-help measures suggested are as follows:

- a. Production by farm women of subsistence food;
- b. Preservation of surplus foods for home use;
- c. Making and repairing articles for family use;
- d. Re-establishment, and possible development in some areas, of home industries;
- e. Projects designed to teach trades to working-age boys and girls;
- f. Occupational therapy for the war-wounded;
- g. In-service training projects for semi-skilled personnel whose training was interrupted by the war;

Conferences are being scheduled with voluntary agency personnel, district welfare officers, and personnel of the Bureau of Supply and the Health Division for the further development and coordination of plans.

2. Child Welfare

A draft of a Child Welfare Appreciation and Plan, set up in similar form to that of the Welfare Division A and B, has been prepared in consultation with Miss Meyerette Smith who has had many years experience in welfare work in Greece with the Near East Foundation. The Plan covers services to children in two major aspects:

- a. Supplementary assistance to enable families to care more adequately for their children, such as, child-feeding programs, special aid to fatherless children, youth programs, day nurseries, etc.

b/ Foster.....

- b. Foster care programs for children who have no family or whose families are unable to care for them, such as, foster family care, institutions, temporary hostels or rest homes, etc.

Major emphasis is placed upon the necessity of an immediate registration of children in orphanages and with families other than their own in order to aid in the identification of children who are "lost" and to expedite the restoration of children, wherever possible, to their own families. Because it seems likely that such registration may be one of the immediate tasks of the child welfare program following liberation, a special system, with appropriate cards, is being developed.

The material prepared for OFRRA by the Children's Bureau and the reports of the Expert Commission on Social Welfare Services for Mothers and Children have been exceedingly helpful in drafting a Child Welfare Plan for Greece. Practically any material dealing with the various aspects of child welfare may be very useful during the present planning period when data which will afford the basis for offering technical advice and assistance is being collected.

A close working relationship has been established with the Health Division. Since Child Welfare and maternal and child health programs are so closely related, particularly in Greece, it has seemed imperative for the Welfare and Health Divisions to make full use of this planning period to establish sound cooperation. Following a conference with Miss Baggalay, Director of Nursing for the Greek Mission, Mr. Dula was invited to meet with all the regional nursing supervisors to discuss welfare plans. There was agreement on the principle that, in view of the shortage of nurses and persons with nursing training and the great demand that will exist for them, nursing personnel should not be used on any operation that a person without such specialized training can perform. Further conferences are being planned to discuss child-feeding programs which, though they may be under either Health or Welfare, will in any event require the closest kind of collaboration between both Division.

3. Memoranda in Preparation

A plan has been made with the Yugoslav and Albanian Missions whereby work on welfare programs is allocated and reports shared by the three Country Missions. Miss Minton is preparing a statement on "Organization of a Local Welfare Center"; Miss Pauley (Yugoslavia) has submitted a draft dealing with the "Determination of Need"; Mr. Leet is organizing a statement on "Factors in the Use of Cash Relief"; Miss Brownlee (Yugoslavia) has reviewed the draft of a Child Welfare Plan and she and Mr. Dula are dividing work on certain aspects of child welfare to mutual advantage.

It is hoped that a manual, which will be the composite of various special plans, will be prepared by the time operations begin. If this is not possible, the Welfare Division will at least have drafts that may serve to cut down the time that would otherwise be required during hectic operations to formulate objectives and methods of welfare programs. For this latter reason, the

/importance....

importance of securing any pertinent material from Washington and London, even though it be un-perfected, cannot be overstressed.

4. Orientation for new arrivals

Miss Bruce, who, in addition to her other duties, has been assigned to cover orientation for new additions to the welfare staff, inducted Miss Emma M. Cavitt and Miss Allene Moss, voluntary agency personnel, into the Division. These two workers are now attending the planned sessions referred to earlier in the report. Prior to that, however, their orientation consisted of:

- a. General information of the office organization, transportation, location of UNRRA offices, mail service, and other routine procedures;
- b. Security regulations;
- c. Basic reading material, particularly on AML and UNRRA relationships and plans, late reports on conditions in Greece, the structure of the Greek Government, etc.
- d. Specific assignments to further familiarize themselves with the work of the Division as well as to help in some of the work.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
8, Sharia Dar El-Shifa-Garden City
Cairo

Telegraphic Address

UNRRA-CAIRO

Telephones:

47816-41317

6 October 1944

Miss Mary Craig McGeachy
Director of Welfare
U.N.R.R.A.
Washington, D.C.

Dear Craig:

I am taking advantage of Dr. Dearing's return to the United States to forward you a copy of the September Monthly Report of the Welfare Division, Balkan Mission. The original report will be forwarded to you through the usual channels, but I thought this might be a quicker way for you to get it.

Best wishes to you and please remember me to the staff.

Sincerely,

s/ Harry
Harry Greenstein
Director of Welfare
Balkan Mission

Distribution
General

(Dispatch Officer, Bureau of Areas)

2nd October, 1944

MONTHLY REPORT - SEPTEMBER 1944 - WELFARE DIVISION, BALKAN MISSION

During the month of September special attention was given to the following matters:

- (1) Assignment and integration of Welfare staff with Country Missions;
- (2) Removal of Headquarters to Maadi to promote closer association and more effective working relations with AML;
- (3) Signing of an agreement with the Palestine Jewish Council, which will make available to UNRRA approximately 60 voluntary society workers;
- (4) Mobilization, equipment and training of voluntary society teams;
- (5) Establishment of a special training camp for team units called forward;
- (6) Participation in the setting up of Advance Headquarters in Italy for the Yugoslav Mission;
- (7) Preparation of Welfare material to be used during the military period;
- (8) Meetings with the Cairo Council of Voluntary Societies and the different Divisions of UNRRA;
- (9) Refugee camp problems.

VOLUNTARY SOCIETY WORKERS:

Arrivals during September:

British	32
American	6

Total number of voluntary society workers:

British	243
American	50
Allied	22
Total	315

Washington has decided that it will not send overseas personnel such as drivers, quartermasters and cooks. Also that except for refugees in camps such personnel should be recruited in the countries of operation. These two limitations are entirely sound, but unfortunately AML will not issue transport and other equipment to teams which do not have these positions filled. Efforts have been made to secure drivers and other non-technical personnel from the refugee camps, but without much success. As a result, it is difficult to organize self-contained American teams. The personnel from the U.S. are accordingly being utilized in camps and on the UNRRA staff until non-technical personnel can be secured from other sources.

MILITARY STATUS OF VOLUNTARY WORKERS:

After considerable discussion with AML, an agreement has been reached on the status of voluntary society workers during the military period. Certain members of teams will be designated as officers and other members classified as "Other Ranks." Privileges of personnel of "Other Rank" status will be on a scale as near to that afforded to personnel of Officer rank as can be arranged.

GREEK WELFARE MISSION - Staff Set-up.

Welfare staff consists of:-

On UNRRA Budget Line:

As of September 30th the Greek

1 Director of Welfare
1 Welfare Specialist (Child Welfare)
3 District Welfare Officers
1 Field Welfare Officer
6

Seconded from Voluntary Societies:

1 District Welfare Officer
1 Field Welfare Officer
2 General Welfare Officers
4

It should be noted that out of a total budget line of 25 Welfare personnel allotted for Greece only 6 are now in Cairo. In order to meet present needs 4 workers from the Greek War Relief Association have been temporarily assigned as Field Welfare Officers and 1 worker from the Near East Foundation as District Welfare Officer. In addition, 5 British voluntary society relief and refugee units have been assigned to Greece.

It has also been necessary to make temporary assignments of personnel to different responsibilities from those called for in the Budget, e.g. Miss Eunice Minton has been placed in charge of field operations a position not called for in the Budget but which is necessary in order effectively to utilize the services of personnel having limited experience in districts which are at present completely uncovered.

It has also been found desirable to organise the Greek Welfare Mission into three units:-

- (1) a Welfare Specialist unit;
- (2) an office management unit;
- (3) a field operations unit.

The Welfare specialist unit has responsibility for the development of plans and materials relating to Welfare policy. The field operations unit will consolidate and direct the activities of field welfare staff. Mr. John Duly is in charge of the Welfare Specialist unit and the office management unit and Miss Eunice Minton is in charge of the field operations unit. Attached is a report of the field operations unit which gives a summary of its work for the month of September.

Liaison Relations: (a) with other UNRRA Divisions and Personnel.

Through regular weekly staff meetings conducted by the Chief of the Greek Mission the staff is able to keep informed of the activities of the other Divisions of the Greek Mission and in turn to keep them informed of the progress of the Welfare Division. In addition special conferences have been held with Distribution & Transport, Health and Displaced Persons Divisions for the purpose of arriving at a clear understanding of the relationships involved and the respective responsibilities:

(b) with the military authorities. Close relationship has been maintained with the office of the acting AML Chief Relief Officer for Greece. Planning and other activities have gone forward with their knowledge and approval. In addition the District Welfare Officers have maintained close relationships with District Commanders and District Relief Officers;

(c) with Governments. A conference attended by Mr. Greenstein and Mr. Leet was held with Mr. Londres, Ministry of Health for Greece, at which there was general discussion with regard to relationships during the post-military period. Mr. Leet and Mr. Wahlberg met with AML officers and the Director General of the Greek Ministry of Health & Welfare for the purpose of discussing relief and welfare problems in District I.

Appraisal of Welfare Plan for Greece. The Welfare Appreciation Plan has been most favourably received by AML and other UNRRA Divisions. We feel it has some serious deficiencies but it represents the best that could be done on the basis of the rather meagre knowledge of conditions in Greece and the plans of other cooperating agencies.

JUGOSLAV WELFARE MISSION - Staff Set-up. As at September 30th the Yugoslav Welfare staff consists of:-

- 1 Director of Welfare
- 2 Welfare Specialists (Child Welfare and Feeding)
- 2 District Welfare Officers
- 3 Field Welfare Officers
- 1 General Administrative Assistant.

It should be noted that only 9 of the Welfare staff have arrived in Cairo as against a total of 26 persons allotted to Jugoslavia.

Because of pressure of work, staff members arriving during the month did not attend UNRRA Orientation Program at Maadi but reported immediately to the Welfare Division who took responsibility for their orientation to Balkan division and country mission plans.

As a result of the urgent need for standard setting materials to be used by UNRRA staff and voluntary agency personnel in their negotiations with nationals, the Welfare Director of the three country missions established a plan whereby materials would be developed jointly by the three Welfare staffs. In this way specific skills of staff members could be most effectively utilized and duplications of work between missions avoided. On the basis of this plan specific work assignments were given to Yugoslav Welfare staff members; assignments made and the status of materials under development are as follows:

- | | | |
|--------------------|---|---|
| Alata Brow nlee | - | Child Welfare Services and Standards.
First draft of material completed. |
| Ruth Pauley | - | 1. Determination of Need and Assistance Planning. First draft completed.

2. Family Welfare Services.
Statement under development. |
| Louise Blackham | - | 1. Plans for Field Reporting
First draft completed.
2. The Development and Use of Advisory Committees. First Draft completed.
3. Recreation for Children Receiving Congregation Care. (Material under development) |
| Alice Adanalian | - | Youth Occupational Training and Placement.
Material under development. |
| Mary Wise | - | Handbook of Background Material
Material partially completed. |
| Mr. N. Easterbrook | - | Emergency Feeding.
Material under development. |

In the preparation of the above materials conferences have been and are being held not only with the Welfare staffs of the other country missions, but also with appropriate representatives of other Divisions of UNRRA including Health Intelligence, Distribution and Supplies, and Displaced Persons. Drafts of standard setting materials have been routed to Welfare staff members, discussed in special conferences and revised in the light of recommendations made. When completed, materials will be mimeographed and made available to the entire Welfare staff and Relief Teams.

Staff members attended Yugoslav Mission staff meetings which were held on Mondays, Wednesdays and Fridays of each week. Miss Lodge conducted one of these meetings. The subject of her discussion was Yugoslavia: Traditions and Customs. Staff also attended Welfare Division staff meetings and daily language classes.

Three Relief and Refugee Teams were assigned to the Yugoslav Mission during the month of September and plans completed for the mobilisation, equipment and training of these teams. Such plans involved numerous conferences between Miss O'Meara, AML officials, representatives of other Divisions of UNRRA and meetings with team leaders. The teams were mobilised, equipment issued and an intensive course of training developed and put into operation. The training program consists of the following two parts:-

- (a) AML Field Training in unit self-sufficiency, i.e. tent-pitching, loading and unloading of vehicles, checking of equipment, map reading, etc.
- (b) Health and Welfare functional training.

The functional training program was developed jointly with the Albanian Mission, UNRRA Health Division, AML and Team Leaders. The program includes planned discussions and committee or project work on specific health and welfare field problems. One part of the training program, namely registration, was carried out also in cooperation with the Greek Mission and the Division of Displaced Persons. A joint meeting of all Relief Teams was held at which time the Assistant Director of the Division of Displaced Persons discussed Registration and the use of the Schaeff Card.

In addition to the above meetings with Relief Teams, informal dinner meetings were held weekly with Yugoslav Welfare staff, Relief Teams and AML officials. Also Miss O'Meara participated in the regular UNRRA training program for new staff members.

-4-

The Yugoslav Cairo Mission Headquarters were moved to MAADI Camp on September 22nd. It is anticipated that during the week of September 30th, staff members will be quartered at Maadi Camp in preparation for the move to Bari. Battle dress for Yugoslav staff members is being issued on September 30th.

During the month of September Mr. Balls, Director of Welfare for Yugoslavia, accompanied the advanced party of the Yugoslav Mission to Bari, Italy where Advanced Headquarters were established. Subsequently Mr. Balls made a return visit to Cairo for important planning conferences.

Mr. Balls brought back to the staff information concerning the situation in Bari and the Mission's plans for preliminary meetings with Yugoslav officials during the week of September 24th. While in Cairo Mr. Balls met with the Welfare Division, the Yugoslav Mission, AML officials, representatives of other Divisions of UNRRA and Relief Teams. Important conferences in which Mr. Balls and Miss O'Meara, who acts as Chief of Welfare in Mr. Balls' absence, participated were concerned with personnel assignments and problems relating to the serious personnel shortages, training plans for voluntary agency personnel, the assignment of voluntary agency personnel to country missions and the seconding of voluntary agency personnel. Attention was also given by Mr. Balls to plans for the early transport of the Yugoslav Mission Welfare staff to Advanced Headquarters.

ALBANIAN WELFARE MISSION - Staff Set-up. As of September 30th the Albanian Welfare staff consists of: -

- 1 Director of Welfare
- 1 District Welfare Officer
- 1 Voluntary Society Unit

In addition to the staff on the UNRRA budget line a relief and refugee unit organized under the auspices of the British Red Cross has been assigned to Albania. A number of informal meetings have been held and training in driving and hygiene is proceeding.

Welfare Plan and Meetings Prepared. The Welfare Plan for Albania has been completed and approved and memoranda have been prepared during the month on the following subjects: -

- (1) Emergency shelter;
- (2) Local surveys;
- (3) Training of relief units.

MEETINGS: The following meetings have been attended: -

- (1) 5 meetings of the Albanian Mission
- (2) 2 meetings of the Transport and Distribution Division
- (3) 4 meetings arranged for the training of voluntary personnel

LECTURES: The Director of Welfare presented the Welfare plan for Albania to the staff of the entire Mission and to the leaders of the relief and refugee units. He has also lectured on Welfare services to the Greek Mission relief units.

GENERAL OBSERVATIONS: The departure of AML early in the month to Italy greatly reduced the effectiveness of planning and the resultant complete lack of contact with AML has been a most unfortunate handicap. Much useful time however has been spent in getting to know other members of the Mission and learning their plans and details.

REFUGEE CAMPS - MIDDLE EAST. Welfare Officers as used in camps in the Middle East is an army title and the duties of such officers are those the army or camp commandant defines. In some instances this means services to staff but not to refugees.

Those services which were conceived by UNRRA to be welfare services have been initiated by Voluntary Agency personnel with the approval of the camp commandant or initiated by the camp commandant or carried out by Voluntary Agency personnel. The Voluntary Agency workers have shown considerable ingenuity in developing services in the face of the inadequate supplies and with no supervision and direction.

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	British Red Cross		
	I.V.S.P. (Inter'l Vol. Service for Peace)		
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- District II: Mr. Charles Cowell, Acting District Director, arranged for the FAU Unit to drive in their own transport to AML Headquarters to participate in a discussion and exercise on the proposed rationing scheme for Greece.
- District III: Mr. Carl Compton, District Director, Colonel Fuller, AML Deputy District Commander, and five UNRRA personnel of the District met with their teams for a discussion of the organization of AML in district and of conditions likely to be faced according to intelligence reports.

On 27th September, Mr. Elfan Rees, Director of Welfare for the Albanian Mission, introduced the subject "Making a Relief Survey", dealing with a questionnaire prepared by AML and a questionnaire drafted on a Balkan Mission basis. There was a lively discussion following Mr. Rees' concise presentation and considerable interest was indicated in methods of going about making a survey as well as in the type of information sought.

At the....

At the second session Mr. Dula presented the draft of a Child Welfare A and P for Greece. Wing Commander Paynter and Major Middleton, his deputy, attended this session. Working committees have been set up on schemes of child-feeding, youth programs, foster care, etc. Many of the voluntary agency personnel have had valuable experience in child-caring programs in England and in the ME Refugee Camps.

3. Participation in Registration of Refugees at Moses Wells Camp.

On 25th September Miss Barbara Murray and Miss Beryl Gibson, Welfare Officers (Registration) of the YWCA and GIS Units respectively, left for Moses Wells Camp to observe and participate in the registration of the refugees there on the SHAEE card. Since it was not possible to have all the Registration officers engage in this actual registration of refugees, Miss Murray and Miss Gibson will meet with all the registration officers after they return to give a report on their observations and experience.

B. Headquarters Specialists

1. Occupational Training and self-help opportunities

Miss Leila Bruce, specialist in this field, in consultation with other members of the staff began developing plans for occupational training and self-help measures. These plans follow the same pattern as the over-all AML and UNRRA Welfare Plans for Greece. Suggestions are made for work that could be initiated in the military period and in the UNRRA stage. Types of self-help measures suggested are as follows:

- a. Production by farm women of subsistence food;
- b. Preservation of surplus foods for home use;
- c. Making and repairing articles for family use;
- d. Re-establishment, and possible development in some areas, of home industries;
- e. Projects designed to teach trades to working-age boys and girls;
- f. Occupational therapy for the war-wounded;
- g. In-service training projects for semi-skilled personnel whose training was interrupted by the war;

Conferences are being scheduled with voluntary agency personnel, district welfare officers, and personnel of the Bureau of Supply and the Health Division for the further development and coordination of plans.

2. Child Welfare

A draft of a Child Welfare Appreciation and Plan, set up in similar form to that of the Welfare Division A and B, has been prepared in consultation with Miss Meverette Smith who has had many years experience in welfare work in Greece with the Near East Foundation. The Plan covers services to children in two major aspects:

- a. Supplementary assistance to enable families to care more adequately for their children, such as, child-feeding programs, special aid to fatherless children, youth programs, day nurseries, etc.

b/ Foster.....

- b. Foster care programs for children who have no family or whose families are unable to care for them, such as, foster family care, institutions, temporary hostels or rest homes, etc.

Major emphasis is placed upon the necessity of an immediate registration of children in orphanages and with families other than their own in order to aid in the identification of children who are "lost" and to expedite the restoration of children, wherever possible, to their own families. Because it seems likely that such registration may be one of the immediate tasks of the child welfare program following liberation, a special system, with appropriate cards, is being developed.

The material prepared for OFRRA by the Children's Bureau and the reports of the Expert Commission on Social Welfare Services for Mothers and Children have been exceedingly helpful in drafting a Child Welfare Plan for Greece. Practically any material dealing with the various aspects of child welfare may be very useful during the present planning period when data which will afford the basis for offering technical advice and assistance is being collected.

A close working relationship has been established with the Health Division. Since Child Welfare and maternal and child health programs are so closely related, particularly in Greece, it has seemed imperative for the Welfare and Health Divisions to make full use of this planning period to establish sound cooperation. Following a conference with Miss Baggalay, Director of Nursing for the Greek Mission, Mr. Dula was invited to meet with all the regional nursing supervisors to discuss welfare plans. There was agreement on the principle that, in view of the shortage of nurses and persons with nursing training and the great demand that will exist for them, nursing personnel should not be used on any operation that a person without such specialized training can perform. Further conferences are being planned to discuss child-feeding programs which, though they may be under either Health or Welfare, will in any event require the closest kind of collaboration between both Division.

3. Memoranda in Preparation

A plan has been made with the Yugoslav and Albanian Missions whereby work on welfare programs is allocated and reports shared by the three Country Missions. Miss Minton is preparing a statement on "Organization of a Local Welfare Center"; Miss Pauley (Yugoslavia) has submitted a draft dealing with the "Determination of Need"; Mr. Leet is organizing a statement on "Factors in the Use of Cash Relief"; Miss Brownlee (Yugoslavia) has reviewed the draft of a Child Welfare Plan and she and Mr. Dula are dividing work on certain aspects of child welfare to mutual advantage.

It is hoped that a manual, which will be the composite of various special plans, will be prepared by the time operations begin. If this is not possible, the Welfare Division will at least have drafts that may serve to cut down the time that would otherwise be required during hectic operations to formulate objectives and methods of welfare programs. For this latter reason, the

/importance....

importance of securing any pertinent material from Washington and London, even though it be un-perfected, cannot be overstressed.

4. Orientation for new arrivals

Miss Bruce, who, in addition to her other duties, has been assigned to cover orientation for new additions to the welfare staff, inducted Miss Emma M. Cavitt and Miss Allene Moss, voluntary agency personnel, into the Division. These two workers are now attending the planned sessions referred to earlier in the report. Prior to that, however, their orientation consisted of:

- a. General information of the office organization, transportation, location of UNRRA offices, mail service, and other routine procedures;
- b. Security regulations;
- c. Basic reading material, particularly on AML and UNRRA relationships and plans, late reports on conditions in Greece, the structure of the Greek Government, etc.
- d. Specific assignments to further familiarize themselves with the work of the Division as well as to help in some of the work.

Balkan

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, Sharia Dar El-Shifa - Garden City- Cairo

26th September 1944
CAWA/227

Reference our ENJOY 439

Mr. Michail Menshikov,
UNRRA
1344 Connecticut Avenue,
Washington 25, D.C.

Dear Mr. Menshikov,

I have now succeeded in effecting a change in the terms of the Directive concerning the employment of the UNRRA Balkan Mission by the Military authorities during the period of military responsibility. A copy of the new Directive is enclosed.

The terms of the new Directive seem to me ~~as~~ satisfactory and in view of the urgency of the situation I have caused the Military authorities to be so informed. I hope that you also agree.

Yours sincerely,

William T. Matthews
Chief of Balkan Mission

cc Sir Frederick Leith Ross, K.C.B.,
UNRRA, London

DIRECTIVE CONCERNING EMPLOYMENT OF UNRRA BY THE
MILITARY DURING THE PERIOD OF MILITARY RESPONSIBILITY

(This takes the place of the initial directive dated
29 Aug 1944, which should now be destroyed).

1. Pursuant to the agreement of the 3rd April 1944, entered into by the United Nations Relief and Rehabilitation Administration, hereinafter described as UNRRA, by Allied Military HQ (Balkans) and by United States Armed Forces, in the Middle East, both hereinafter designated as the Military, UNRRA as an organization, is hereby designated and appointed the agent of the Military to carry out such tasks in connection with bringing relief and rehabilitation to Greece, Yugoslavia and Albania as are herein or may hereafter be assigned. For the purposes of this directive Greece, Yugoslavia and Albania are hereinafter designated as Balkans.

So long as the agency hereby established continues to exist, with reference to its work in the Balkans, UNRRA will be completely under military direction and control, but at all times it will be the policy of the Military to hand over to UNRRA at the earliest possible moment the entire responsibility for relief and rehabilitation in the Balkans.

2. POLICY.

(a) During the military period all decisions of policy rest with the Military Comd. Decisions of policy, however, will be made by each Military Comd or Staff Officer, after consultation with his UNRRA opposite number. As complete agreement between the organizations will hasten and facilitate the eventual transfer of operations from Military to UNRRA, which is the end sought, it is particularly desirable that all possible efforts be made towards complete Military-UNRRA understanding and agreement upon operational procedure. In case of disagreement the view of the Military Comd will prevail subject to a right of appeal to the next appropriate higher authority.

(b) Wherever practicable UNRRA will be assigned entire functional or geographical tasks to be performed under the administrative supervision of the appropriate senior UNRRA representative. Unless and until all functions in a District or Region are handed over to UNRRA, the executive chain of command will remain military except by special arrangement for particular circumstances.

(c) To hasten the end of the Military period it will be the policy of the Military to encourage UNRRA to continue and develop its existing organizational pattern.

(d) Instructions for UNRRA personnel will, in all possible cases, be transmitted to the senior UNRRA representative, and by him to his subordinates.

3. OPERATIONAL PROCEDURE.

During the Military period, the basic operational procedure to be followed in the Balkans is that set forth and contained in the Basic Appreciation and Plan, in the Appreciations and Plans of the various ML Branches and Departments and in all amendments thereto. In the interests of efficient operation, no deviation from these Plans is permitted except upon authorization from the office of original issue. UNRRA personnel are directed to make themselves thoroughly familiar with these Plans and will be prepared to operate in accordance therewith. As exigencies arise and the need for change or amendment appears, the matter should be taken up immediately with the office of original issue, but no action should be taken which conflicts with the Plans until officially authorized by the office of original issue.

4. UTILISATION OF UNRRA PERSONNEL.

UNRRA personnel will be assigned by M HQ (Balkans) and UNRRA jointly, bearing in mind individual qualifications and the object of building up an ultimately independent UNRRA organisation. They will, after consideration of the facts, be assigned as follows:-

(a) Administrative Personnel.

In general, UNRRA personnel will serve as opposite numbers to the appropriate Military Commander or Staff Officer.

- (i) They will attend pertinent meetings with their British Military opposite number and his American Deputy.
- (ii) They will participate in discussions on matters of policy, organisation and operational procedure.
- (iii) They will keep thoroughly familiar with the operation and development of their HQ Wing, Branch or Department, with a view towards eventual replacement of their Military Principals.
- (iv) Senior UNRRA executive officials will direct the entire body of UNRRA personnel in the development of the organisation necessary for the eventual complete transfer of responsibility to UNRRA will formulate plans and policies for UNRRA operations in the post-military period, and will administer UNRRA personnel in such matters as discipline, pay, etc.
- (v) They may maintain independent liaison with the civilian authorities as to the post-military period, and otherwise by agreement with the appropriate military authority.
- (vi) In addition to performing the duties specified in subparagraphs (i) - (iv) above, Senior UNRRA executive officials, at HQ Regional and District levels will act as both opposite numbers and deputies to their Military counterparts.

(b) Advisory Personnel.

Specialists in certain fields such as rationing, price control, etc.

This class will be assigned to specific ML Branches or Departments and will, jointly with Officers assigned by those Departments, devise controls such as rationing, price control, collection of local produce, etc, for presentation to the Local Government for their consideration.

After entry into Greece, Yugoslavia or Albania, personnel of this class will also act on behalf of ML, as advisers to the Local Government in the implementation of controls previously devised.

(c) Operational Units.

Medical Teams, relief Teams, etc, (including Voluntary Society Teams).

These teams will be assigned to appropriate Departments (Public Health and Relief). They will operate under the general supervision of those Departments, but in most cases will be re-assigned to Districts or Regions by the Chief of the Department. The teams will be kept intact insofar as is practicable and will continue to be designated in such a way as to retain their identity with the Society by which they are furnished. In the interests of efficiency, however, actual operation must be directed and coordinated by the Department and/or District of ML concerned.

(d) Special Assignments

In certain cases (ie Medical Officers) it will be necessary to assign UNRWA or Voluntary Society personnel to a specific position for which no Military opposite number is available. In such cases the UNRWA assignee will insofar as relief operations are concerned, function in the chain of command exactly in the same manner as if he were a member of the Military establishment. In matters of pay, discipline and post-military planning, he will work directly in the UNRWA chain as outlined in 4 (2), supra.

(e) Distribution Staff

This group is hereby assigned to Districts and Regions, in addition to such administration and other personnel as may be assigned. They will function as directors of distribution, price and produce collection systems, so as to ensure that agreed controls are properly and in fact carried out. Each of this group is responsible to his appropriate District or Region Commander. This group is empowered to deal directly with the Local Governmental Authorities, except in matters of policy. If such authorities fail to take prompt and corrective action as to non-compliance with agreed controls the matter will be reported to the Region or District Commander for his action.

(I.T.P. HUGHES)
Major General, British Army.

(P.L. SADLER)
Brigadier General, USA

16 Sep 44

Bulhan

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

6 September 1944

Mr. M. A. Menshikov
United Nations Relief and
Rehabilitation Administration
1344 Connecticut Avenue
Washington, D.C.

Dear Mr. Menshikov:

Since I last wrote you situations have changed on many fronts, with a consequent impact on UNRRA operations in the Mediterranean theatre.

It now appears that a reduction of numbers of Yugoslavs coming into Italy, together with the new policy recommended by A.G.C. that a higher ceiling for Yugoslavs be allowed for Italy, combine greatly to reduce the probability of additional Yugoslav refugees being sent to camps outside of Italy. There is a possibility that some refugees from the north of Italy, moving south as the armies move north, may need to be taken care of in sufficient numbers as to overtax the southern Italian camps. By and large, however, it seems quite improbable that more Yugoslavs will need to be sent out of Italy.

As I indicated in a previous report, I believe the prospect of UNRRA's taking over the southern Italian camps is having an influence on the military authorities being willing to accommodate larger numbers of Yugoslavs in Italy. While they do not say so, I believe the disposition to hold down the number of Yugoslavs to be accommodated in Italy was influenced in some degree because of their having limited personnel here to take care of them.

All of this, I think, argues in favor of UNRRA taking over the southern Italian camps as soon as personnel can be provided, after request has been made. It is expected that this request will be made at an early date. I expect to leave in two days for an inspection of these camps in company with an officer from AFHQ and shall report further on my return.

The probability of there being no more Yugoslavs sent to camps outside Italy raises the question as to what will be the most likely use of the Philippeville camp. Here are some possibilities.

Transfer of 2,000 to 2,500 Yugoslavs from the Middle East to Philippeville, where it appears the health of the refugees would be improved by such a transfer. This movement may be effected prior to UNRRA's taking over Philippeville on October 1. The Yugoslav representative is asking that this transfer be made. I am a bit doubtful whether it will be accomplished during September.

Sam Keeny has no doubt talked to you about many matters we discussed just prior to his departure. We were in complete agreement on the question of UNRRA taking over the southern Italian camps, as well as on other matters including the interpretation of the Cairo agreement. He no doubt has visited with you prior to your receipt of this report.

Ned Campbell was here recently from the Philippeville camp, and we ironed out a few matters in the way of relationships with the military incident to preparations for UNRRA taking over this camp on October 1. With the personnel which is scheduled to arrive soon, I see no obstacles in the way of UNRRA taking complete responsibility on that date. As I have stated earlier in this report, there appears to be slight chance that any more Yugoslavs will be sent out of Italy and hence to Philippeville or elsewhere. However, the feeling here is very strong that it should be in reserve and that possibly there should be some transfer of those whose health would be improved by moving from the Middle East to Philippeville. There is a feeling, too, that conceivably it may be needed for refugees other than Yugoslavs.

On September 2 a meeting was held of Voluntary Societies, together with AFHQ and UNRRA. This included also the governmental organizations having to do with refugee problems. This meeting was called officially by Lt.-Gen. Clark, Chief Administrative Officer of AFHQ; the meeting and the agenda therefor, however, were planned jointly by G-5 section and myself. The following organizations were represented: Allied Control Commission, UNRRA, American Red Cross, British Red Cross, War Refugee Board, Intergovernmental Committee on Refugees, American Joint Distribution Committee, Friends Service Committee. It was decided, in the interest of achieving greater coordination of activities in theatre-wide refugee problems, that an advisory committee be formed, with Gen. Clark as chairman, with G-5 and UNRRA liaison representative as Co-vice-chairmen, and with a joint secretariat composed of one military from G-5 and one UNRRA official. It is considered at the moment that Scrieri should represent us. This selection was made with the concurrence of Mr. Keeny. I am enclosing a copy of the agenda as well as of the Administrative Order calling this meeting, which I believe are self-explanatory. Mr. Keeny may have reported somewhat to you already, as it happened that the meeting was called on the day he proposed to leave, and he stayed over one extra day in order to be in attendance. I might say in passing that it is expected eventually to turn over more responsibility, and ultimately all responsibility, for the functioning of this committee, as the military responsibility declines and passes out of the picture. I am attaching copy of letter written to Mr. Beckelman, Director of the Fedhala camp, which I believe is self-explanatory and which reflects the thinking of the committee, including AFHQ, in regard to this camp.

From visits had with Generals Hughes and Sadler and others from A.M.L., as well as with an UNRRA representative from the Middle East, I gather

that substantial improvement is being made in relationships between A.M.L. and UNRRA Balkan Mission. There still is a difference of opinion regarding interpretation of the Cairo agreement. My own opinion is that an effort is being made to interpret the functions of A.M.L. and that adjustments can be made as the program develops and is being carried out. It appears to me that the pattern of relationships between A.M.L. and UNRRA needs to be changed as time goes on during the military period.

It is contemplated that there will be an early movement of the Yugoslav and Albanian Missions to Bari, along with A.M.L. Presently we are assisting the advance agent of UNRRA Balkan Mission in obtaining the priorities and doing what is necessary to effect this transition, arrange for supplies, etc.

Very sincerely yours,

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

Attachments: Agenda and Administrative
Order, JFHQ
Letter to Beckelman

C O P Y

AGENDA

Meeting, Advisory Committee, Refugees & Displaced Persons, Mediterranean Theater of Operations, to be held AFHQ in the Office of the Chief Administrative Officer, at 1130 hours, 2 September 1944.

1. Chair will be taken by Chief Administrative Officer.
2. General Need of coordination of Agencies.
3. Review of Current situation.
 - a. Italy - Internees & Disper Sub-Commission and Italian Refugee Committee of ACC.
 - i. Problems of Yugoslavs.
 - ii. Trans-shipments to - Middle East
Palestine
U.S.A.
 - iii. Establishment of French No. Africa camps - Fedhala and Philippeville.
 - iv. Attachment of private and governmental agencies to ACC-I&Disper. (Inter-Governmental Committee on Refugees, JDC, American Friends Service Committee, UNRRA observers).
Work of American and British Red Cross in Refugee camps - clothing-service.
 - b. Southern France.
 - c. Greece, Albania and Yugoslavia. AML & UNRRA.
 - d. Other countries within Mediterranean Theater of Operations.
 - e. Problems for Coordination - SHAEF.
4. Statement by Governor Cochran in connection with UNRRA program and later responsibility for work of and with private and governmental agencies.
5. Organization of Committee.
 - a. General outline of functions
 - b. Officers and membership.
6. Discussion.

C O P Y

ALLIED FORCE HEADQUARTERS
APO 512

ADMINISTRATIVE ORDER:
NO :

1. An Advisory Committee on Refugees and Displaced Persons is hereby established at AFHQ.
2. The object of the Committee shall be to assist in the development of methods and plans for care /repatriation or resettlement/ of refugees and Displaced Persons in the Mediterranean Theatre of Operations.
3. This object shall be accomplished through
 - (a) joint consideration of the resources and programs of the various organizations - (i) civil governmental, (ii) military and (iii) private civilian - engaged in that work and
 - (b) subsequent planning and directives emanating from the respective appropriate authorities.
4. The initial composition of the Committee shall be as follows:

Chairman

- The Chief Administrative Officer, AFHQ

Vice Chairmen

- The Assistant Chief of Staff, G-5, AFHQ;
The Liaison Officer for UNRRA at AFHQ.

Joint Secretaries

- One of the UNRRA observers and a representative of G-5.

Members

A representative of
United States Political Adviser
British Resident Minister
Allied Control Commission
United Nations Relief and Rehabilitation Administration
American Red Cross
British Red Cross
War Refugee Board
Intergovernmental Committee on Refugees
American Joint Distribution Committee
Friends Service Committee

5. The Committee shall recommend any changes in its composition which conditions from time to time seem to warrant.
6. Meetings of the Committee shall be held at least once a month following the first meeting, and at such other times as the Chairman may direct.
7. It shall be the duty of the Secretaries to keep an adequate record of the Committee's meetings and work; to gather such data concerning Refugees & Displaced Persons as the Committee and/or its Chairman shall direct; and to accomplish such other tasks as the Committee may delegate them; looking toward the cooperative development of the military and

civilian agency program in this field.

8. Nothing herein stated shall be construed to effect the powers of the usual governing bodies of the various private or governmental agencies to manage their own internal affairs in accordance with powers vested in them.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

3 September 1944

Mr. M. W. Beckelman
Assistant Chief of Mission
North African Refugee Center
APO 759, U.S. Army

Dear Mr. Beckelman:

At a meeting of Voluntary Societies and government agencies called by AFHQ for the purpose of discussion and the formation of an advisory committee in connection with overall refugee problems in the Mediterranean Theatre, Fedhala camp and its possible liquidation came up for discussion, along with many other subjects.

It was suggested by one of the agencies and concurred in by another that Fedhala camp not be liquidated for a time, until a more firm picture is possible as to refugee needs. It was argued that Fedhala camp had an advantage as a reserve for refugees for whom ordinary screening methods did not apply. I pointed out the arguments you have made for the liquidation of this camp, including the item of necessary lumber you mentioned to me for partitions in the event that the operation of the camp were to be continued during the coming winter. It was agreed that it would be well to have Fedhala camp continued for a 60-day period, after which the situation can be again viewed in the light of conditions obtaining at that time. Having in mind the possible, though perhaps improbable, need for lumber to which you previously referred, I was asked to get an estimate of the amount that would be needed for partitions in order to avoid the use of tents for families during the winter. I should like you to give me such an estimate as to quantities, and also estimates of any other equipment which you might need. It was understood too that during this 60-day period it would be quite appropriate for plans to be formulated looking to the liquidation of the camp in accordance with your recommendations, so that time would not be lost if it is decided to liquidate after, say, two months. It was also decided that during the two months period, G-2 section of the military would be asked to give judgements as to clearance, etc.

Sincerely yours,

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

Distribution:

D.G.	Supply
SDDG	Sec.
GC	Dis. Per.
ORL	Welfare
Areas	

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
8, SHARIA DAR EL-SHIFA - GARDEN CITY - CAIRO

9 September 1944.

TO: Deputy Director General, Bureau of Areas, UNRRA
Washington, D.C.

FROM: Sir William Matthews, Chief of Balkan Mission

I am attaching for your interest copies of two policy memoranda which have been issued in this office in the last few days.

The first indicates that we are gathering in the plans of the different Missions incorporating the functional division plans, and hope to be able to submit these shortly to Washington and London.

The second covers the line of authority which we have established here between the different Country Missions and the Balkan Mission, and within the Country Missions themselves. This will, as the order indicates, be subject to developments in the relationship between ourselves and the military authorities, but the order is designed to make it perfectly clear to UNRRA personnel the UNRRA line of responsibility which should be reached as soon as possible.

UNITED NATIONS
RELIEF AND REHABILITATION
ADMINISTRATION

BALKAN MISSION

Series: Policy
Subject: Completion of Mission Plans.

No. P.4.
Date: 6 September 1944.

The tempo of events in the Balkans is increasing. Roumania has turned against the Germans; Bulgaria is seeking an Armistice; Mr. Churchill and Marshall Tito have met; and their plans for greater Allied activity are receiving the attention of the United States President. The pace of our own work and preparation must quicken to keep in step.

We are charged with the first United Nations Mission in Europe. Hundreds of thousands of Balkan peoples, who have survived the long dark days of Axis torture and starvation, who have worked and fought for their beliefs and who are hourly awaiting their liberation, are now looking expectantly towards our Mission.

Speeches broadcast repeatedly throughout the Balkans and every other occupied territory have held out high hopes of immediate aid - food and clothing, medical assistance and supplies, personal services, tools to resume work, materials with which to build again. Responsibility now rests upon us to secure that these high hopes are not disappointed. If we fail, we shall have failed all those who have battled and suffered and died.

The war is still being fought. Supplies and personnel for relief activities are short. Time may also be all too short for us to produce perfect plans. Nevertheless plans must be produced even though they fall short of perfection. These must, therefore, be completed now and, in order to set a target to guide our efforts, I ask each Mission to submit to me by the 9th of September its complete Mission plan incorporating the plans of all the functional divisions involved. At the same time I shall require the overall plans of the main Balkan Bureaus.

I have given instructions that each Mission shall also mobilize, together with the Units from Voluntary Societies, with all inoculations up to date, uniforms issued and their personal, office and camp equipment drawn and ready. On any request of the Military authorities we should need to move at very short notice indeed. We must be fully prepared and at the peak of efficiency for the tasks ahead.

We are living under conditions which make it hard to maintain a consistently high pressure of work. Many of us have indeed been working at high pressure for long periods with little or no rest. But none must repine. Our future task will call for greater exertion still under even more unfamiliar and trying conditions.

I call upon each member of the staff personally to do his very best for the success of the Mission with which we have been charged, to prepare himself or herself mentally and physically for the task that lies ahead, to work at the highest possible pressure consistent with the maintenance of good health, and to eschew any and all forms of activity which may prejudice these aims.

Most of us have not worked as colleagues until a few weeks or even days ago. The task ahead will demand of each one of us the highest possible degree of co-operation and mutual understanding. Honest disagreement must be expressed and argued out, albeit with reasonable brevity.

Troubles are more frequently due to misunderstanding than to mischief. Mistakes should not be an occasion for imputing blame but opportunities for learning lessons.

In conclusion let me say that I have the greatest confidence in the ability of the Mission through the energies and resourcefulness of each member of its staff successfully and efficiently to fulfil the major task of bringing relief and rehabilitation to the gallant Balkan peoples who have suffered and fought so long for our common cause.

W. T. Matthews
Chief of Balkan Mission.

Distribution

DG
SDDG
GC
DA
FIA
PR
ORL
Areas
Supply
FA
Secretariat
Dis. Pers.
Welfare
Health
Per. Training.
Adm. Service
Treas.

Series:	Policy	No:	P.5
Subject:	Line of authority between the Balkan Mission and Country Mission	Date:	8 September 1944

1. In view of the probable early splitting up of the Balkan Mission into its component parts, it is necessary to establish clear lines of communication and of responsibility between the Country Missions and Balkan Mission headquarters, and within the Country Missions themselves.
2. During the current planning stage, the Balkan Mission has been responsible for formulating, in consultation with Washington and London, the basic principles and policies which shall govern operations and the procedure to be followed in such operations and for laying out the general pattern of the Country Missions' structure. To this end, the Balkan Mission has been organized largely on a functional basis. As personnel have arrived in Cairo they have joined their functional Bureaux or Divisions, and within these, plans and procedures have been formulated.
3. Responsibility, however, for developing Country operational plans within the overall Balkan directives must now be centralized in the Country Missions. For some time past the Chief of the Greek Mission has been able to build up his line officers and has begun to fit his various functional staff officers into a general Greek Mission plan. More recently, Observers were appointed to become foci around which the Yugoslav and Albanian Missions could be developed.
4. So long as the Balkan Mission remains in Cairo, the functional Bureaux and Division Chiefs will have administrative responsibility for all their functional personnel, subject to operational developments. As operations are now imminent and Country planning is developing on a Mission basis, functional Bureaux and Divisions have been instructed to nominate all their personnel to Country Missions. As soon as the Chief of a Country Mission considers that operational planning demands the actual attachment to his Mission of these nominated members of the functional Bureaux and Divisions, he will agree with the Chiefs of the Bureaux and Divisions, in the light of the balance of advantage to be gained, who should be attached. At that point those who are attached will come under the operational control of the Country Mission Chief.
5. During the military period, UNRRA personnel will be acting as the agents of the military authorities attached to the military chain of command, whether they are working as "opposite numbers" to military officers, as assigned individuals with no "opposite numbers", or in operational units (relief, health and distribution). But even during the military period, UNRRA line officers - Chiefs of Mission, District Directors, etc. - acting as "opposite numbers" to military officers, will be operating also in a separate and supplementary UNRRA personnel in matters of discipline, pay, etc., and for planning operations and estimating requirements for the post-military period.
- On. On these matters, communications will be direct between UNRRA field officers and their higher echelons (as below in paragraph 8).
6. It will be the object of all organisational planning that responsibility for relief should pass from the military authorities to UNRRA as soon as possible, and there may be a secondary stage in the military period when UNRRA personnel are able to take over completely certain areas and functions with their own line of operational command, subject only to military policy directives.

To ensure smooth and early transition from the military to the civilian period of responsibility, it is necessary that UNRRA Missions should from the very beginning develop and adhere to the proper UNRRA lines of responsibility and channels of communication within the limitations imposed by the military controls described above. As the Mission, District and Regional line officers and more field personnel become available, District Directors and Regional Directors will be able to gather around them their functional staff officers and a District and Regional team spirit will be developed as well as and within the Country Mission team.

8. Except as may be modified by the military organization during the military period, all functional officers in the field will be responsible directly to their immediate line officer (see appendix). All communications between a field officer in the field and his own higher echelon will be through the immediate line officer to whom he is directly responsible. Just as in the Balkan Mission now, all communications to Washington and London go through the Chief of the Balkan Mission, so communications to and from the field will go through the District Directors office and the office of the Chief of the Country Missions.

Detailed instructions from Country Mission functional Bureaux and Divisional Heads to functional field personnel may be sent to District Directors marked for the attention of the functional personnel concerned, without prior clearance through the Chiefs of Country Missions. Policy directives, however, will be cleared through the Chiefs of Country Missions prior to despatch to District Directors for distributions to field personnel.

Copies of official communications may be sent direct between Heads of functional Bureaux and functional field personnel.

All communications from the field will go through District Directors and Chiefs of Country Missions.

9. During the operational stage, while Country Missions will be responsible for carrying out the policies and plans developed in the planning stage and while Country Missions will have authority to vary the operation of plans to meet situations as they are found, the Balkan Missions will be responsible for overall policies and for co-ordinating the operations in different Country Missions, and will exercise these functions by inspection, review and the issue of necessary directives. Such directives from the Chiefs of the functional Bureaux and Divisions in the Balkan Mission to their officers in the Country Missions will be issued through the Chief of the Balkan Mission and Chief of the Country Mission.
10. It will be necessary to continue the practice in the Balkan Mission of all communications from Country Missions to and from Washington and London being channeled through the Balkan Mission. All negotiations between Country Missions and Balkan or Mediterranean military and civilian headquarters (not Country Force Headquarters and Country Governments) shall be conducted through the Balkan Mission.

Chief of Balkan Mission.

APPENDIX TO POLICY MEMORANDUM P-5

Subject: Line of authority between the Balkan Mission
and Country Missions.

The following illustration is given of the way in which the lines of authority laid down in the memorandum above will be operated.

A supply officer, working in a supply group in the field, has a recommendation to make, which if accepted would involve an approach being made to the Combined Boards for the release of certain supplies. To get this recommendation from the field to the Combined Boards the following steps would require to be taken:-

1. The supply officer would put the proposal to his supply group leader (if he had one), who would put it up to the District or Regional supply officer.
2. The District supply officer would consider the proposal, decide whether it should go forward, and, if it was to, add his own comments in the light of the general District supply plans, and pass the proposal up to the District Director.
3. The District Director, after considering how the proposal fitted into the general District plans, and possibly after calling together some of his other functional officers concerned, would then forward the proposal, with comment, to the Chief of the Country Mission for the attention of the Country Mission supply chief.
4. The Country Mission supply chief would consider the proposal, decide whether it should go forward and if it was to, add his own comments in the light of the total Country supply plans, and pass the proposal up to the Chief of the Country Mission.
5. The Chief of the Country Mission, after considering how the proposal fitted into the overall Country Mission plans, and possibly after calling in some of his other functional staff chiefs, would then forward the proposal, with comment, to the Chief of the Balkan Mission for the attention of the Balkan Mission supply chief.
6. The Balkan Mission supply chief would consider the proposal, decide whether it should go forward and, if it was to, add his own comments in the light of the total Balkan supply plans, and when pass the proposal up to the Chief of the Balkan Mission.
7. The Chief of the Balkan Mission, after considering how the proposal fitted into the overall Balkan Mission plans, and possibly after calling in some of his other functional staff chiefs, would then forward the proposal, with comment, to Washington or London for appropriate action.

Distribution

D.G.	Supply	Treasurer
SDDG	F.A.	
G.C.	Secretariat	
Dip. Advisor	Dis. Pers.	
F.I.A.	Welfare Div.	
B.R.	Health Div.	
ORL	P.T.	
Areas	Adm. Serv.	

Balkan

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, Sharia Dar El Shifa,
CAIRO,
Egypt.

10th September, 1944

Director General,
UNRRA/
Washington.

I have the honour to enclose herewith a Report on
the activities of the UNRRA Balkan Mission covering the month of
August 1944.

A copy of the Report has been sent to UNRRA,
London.

Chief of Balkan Mission.

REPORT ON ACTIVITIES OF UNRRA BALKAN MISSION
DURING AUGUST 1944

I. Balkan Mission

Introduction

As the day of actual operations for the Balkan Mission has drawn nearer planning during this month has been developed on a country mission basis. For some time past, the Chief of the Greek Mission has been building up his line officers, and has begun to fit his various staff officers into a Greek Mission plan. More recently, observers, have been appointed to become foci around which the Albanian and Yugoslav Missions could be developed and to which district directors have been assigned on arrival. As staff have arrived, they have been nominated by their bureau or division to a country mission. All planning, training and orientation have been carried out within the divisions and bureaux, but, as chiefs and observers of country missions have required, the nominated personnel have been detached from their bureaux and divisions and attached to the country mission staffs. The general planning developed in the bureaux and divisions has then been applied to the situations known to exist in the different countries, and has been integrated into over-all country mission plans. Operational manuals have been prepared for each country, incorporating operational instructions of the bureaux and divisions. Appreciations of the problems and factors likely to be met, and plans for dealing with them have been called for from each of the bureaux and divisions covering both the military and post-military period of operations. These have been incorporated into country mission plans, and almost all have now been submitted for the approval of the Chief of the Balkan Mission.

Operational planning on a country mission basis has involved discussions with recognized governments and national authorities where these exist and joint planning with the military authorities both at the country and district levels. UNRRA's position has been established as the agent of the military authorities on the basis of the Cairo Agreement of the third of April and subsequent interpretation of this Agreement together with UNRRA's lines of communication within the military chain of command. A revised budget has been prepared for submission to Washington and arrangements have been made for training, equipping and mobilizing the missions. At the same time the general development of UNRRA's post-military plans has not been neglected.

Simultaneously the Mission has been heavily committed to its continuing responsibility for the operation of refugee camps. As the day when the Balkan Mission and the country missions will move from Cairo draws nearer, representatives have been attached from the bureaux and divisions to the Camps Division, as if it were in itself a country mission, in order to ensure that will be an adequate staff to carry on UNRRA's responsibility to the refugees in the Middle East.

A. Relationships with Balkan Governments

1. The Greek Government. Despite the uncertainties of the situation, official conferences have been carried on with the Greek Government, and detailed work has been developed with the social and reconstruction departments. At a meeting between representatives of AML, of UNRRA, and of the Greek Government, the AML plan for the distribution

of supplies in Greece, for rationing, and for controls, was explained by AML representatives to the Greek representatives. The Greek Government has submitted estimates of requirements of supplies during the first twelve months after liberation, and these are being analyzed by the Bureau of Requirements and Supply.

2. Yugoslav Representatives. The planning of the Yugoslav Mission has been considerably handicapped by the absence until recently of any agreement between the Yugoslav Government and the National Committee of Liberation. However negotiations are shortly beginning between the military authorities and the National Committee of Liberation at which the UNRRA Yugoslav Mission observer and other representatives of UNRRA will be present as observers. In the meantime the Yugoslav Mission has been planning on the basis of having supplementary plans ready against the event of there being no military relief force.

B. Relationships with AML

1. A course of lectures was delivered early in the month by officers of AML for the purpose of instructing new arrivals to UNRRA in the general background of military planning for the military period of relief. These lectures were followed by the establishment of regular working hours for UNRRA personnel in the offices of the military Territory Forces and technical departments.

- a. Personnel. The position with regard to the right of the military authorities to vet UNRRA personnel has been clarified, and a document has been prepared by the office of the legal adviser to be circulated to all personnel going into the Balkans.

A number of conferences have been held concerning the total number of voluntary society personnel required for medical and relief units during the military period, and concerning the status, training and assignment of these personnel.

- b. Finance and Administration. Arrangements have been made for the integration of military and UNRRA country staffs to facilitate the taking over of the accounting system by UNRRA at the end of that period. Agreement has been reached in accounting and finance matters and special arrangements have been made for the use by UNRRA of the Command Pay Office and for the provision of local currency to UNRRA.
- c. Requirements and Supply. Members of the Bureau of Requirements and Supply have become familiar with the bases of estimation being used by the military authorities, and have access to all information and data relative to requirements estimation and screening, although it has been clearly established that the relationship of UNRRA in the field of supply during the military period of responsibility is one of observer only. A proposed survey has been prepared by

the military authorities to be carried out during the military period, which will in fact be as valuable (if not more valuable) in the UNRRA period of operations as in the military period.

- d. Industrial and Agricultural Rehabilitation. These Divisions have been working together with their opposite numbers. Meetings have been held between members of the Industrial Rehabilitation Division and the Engineer Branch of AML with a view to the development of joint plans. Similar meetings have been held between members of the Division of Agricultural Rehabilitation and their opposite numbers with particular concern regarding the provision of supplementary supplies during the military period from Turkey and elsewhere.
- e. Distribution and Transport. As has already been indicated the AML distribution and rationing plan for Greece has been presented to the Greek Government with UNRRA participation. Discussions have been held between UNRRA and AML on the general transportation operating responsibility of UNRRA during the military period. The Bureau and AML have discussed the decision of the military authorities not to be responsible for distribution operations at all after supplies have been landed at the ports and stored in war houses, or in the case of Yugoslavia after supplies have been put onto ships. Draft agreements for the handing over of supplies by military authorities to the local government have been discussed, and a tentative agreement has been reached for distribution operations by UNRRA with AML (Albania).
- f. Health. Close integration of the planning of the UNRRA Health Division has been established with the AML Health Departments, and in view of the failure of the military authorities to implement the medical establishment, an appeal has been made to UNRRA to provide doctors, sanitary engineers, medical stores officers, and nurses to make good this deficiency. A request for these personnel has been sent to Washington and London, and in the meantime the UNRRA medical officers are fitting right into the military medical plan.
- g. Welfare. Welfare and relief plans have been discussed between the Welfare Division and the Chief relief officers of AML, and discussions have been held with other UNRRA departments on a standard registration system for Greece and on a rationing scheme to cover destitute persons.
- h. Displaced Persons. Agreement has been reached between the Displaced Persons Division and the chief relief officer for Greece, and the responsibility of AML for the repatriation both of non-Greeks from Greece and of Greek Nationals to Greece during the military period, with the greatest possible use being made throughout of the Displaced Persons Division.

2. Towards the end of the month an initial directive was prepared and issued by AMHQ (Balkans) with regard to employment of UNRRA personnel during the period of military responsibility, which was based on the Cairo agreement of the third of April. This directive established:

- a. That UNRRA would act as an agency, working completely under military direction and control during the military period of responsibility for relief.
- b. That UNRRA personnel would be assigned by the military authorities without necessarily any agreement or consultation with UNRRA.
- c. That direct contact would be maintained between UNRRA personnel and AMHQ all down the line rather than at certain points only, e.g. mission chiefs and other UNRRA line officers.
- d. That UNRRA line and staff officers would have responsibility with their own chain of command only in connection with discipline and pay and post-military planning, and would be treated as individuals within the military chain of command in all other operations, acting as deputies to their military opposite numbers.
- e. Voluntary society personnel and operational units would act as units, taking instruction from their unit leaders.

Amendments to this directive were prepared and submitted in order to bring it more into line with UNRRA's thinking and the interpretation of the Cairo agreement which had been developed in Washington. The chief amendments proposed were designed to establish:

- a. UNRRA consultation on the assignment of personnel and on the assignment of tasks.
- b. The possibility of the development of an UNRRA organization with its own line of command which could take over the responsibility for relief operations from the military authorities as rapidly and as smoothly as possible.
- c. The opportunity for UNRRA to take over full responsibility, as an organization, for certain functions in certain areas even during the military period of responsibility.

C. Development of Mission Internal Organization

In view of the imminent splitting off of the country missions from the Balkan Mission, it has been necessary to develop clear lines of responsibility and channels of communication for the UNRRA Missions and Divisions in the light of the considerable limitations imposed by the Military during the military period. An administrative order has been discussed and agreed upon which establishes:

1. That all staff officers in the field will be responsible to their immediate line officer.

2. That communications from the field will always go through the district directors and chiefs of the country mission.
3. That detailed instructions from the divisions and bureaux of country missions to the field may be sent direct to district directors for the attention of the personnel concerned in the field without prior clearance through the chiefs of the country mission, but policy directives must always be cleared in this way.
4. That, while country missions will be responsible for carrying out the policies and plans developed in the planning stage, and while they will have authority to vary the plans to meet situations as they are found, the Balkan Mission will be responsible for the over-all policies and for co-ordinating the operations in the different country missions and will exercise its functions by inspection and review and the issue of necessary directives. Such directives from the chiefs of bureaux and divisions in the Balkan Mission to the officers in the country mission will be issued through the Chief of the Balkan Mission and the chief of the country mission.
5. That all communications with Washington and London and all negotiations with the Balkan or Mediterranean military and civilian headquarters will be conducted through the Balkan Mission.

D. Revised Budget

1. One or more budget hearings have been held by the Bureau of Finance and Administration with each of the missions, bureaux and divisions including the Camps Division in which the present operating situation has been reviewed in terms of estimates of personnel requirements. As a result a revised budget has been prepared calling for an additional four hundred personnel over and above the four hundred and fifty in the original budget.
2. Towards this number, the following personnel were on duty in Cairo as of first of September 1944 (excluding personnel in camps, but including those at Camp Headquarters):

American	145
British	112
Egyptian	38
Greek	26
South African	6
Australian	2
Polish	2
Armenian	1
Yugoslav	1
Palestinian	1
Danish	1
Belgian	1
New Zealand	1
Russian	1
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3. Personnel records and procedures have been fully established.

4. Local recruitment has gone ahead for the purpose of tapping local Palestinian and Egyptian personnel for clerical work, and Army and RAF personnel for administrative positions. Negotiations have been carried on for obtaining twenty high-grade Army officers and for civilianizing Army officers already obtained.
5. Voluntary society personnel requirements have been co-ordinated and requests dispatched to London and Washington, indicating that no reduction in the original figure of 1800 would be possible without prejudicing the whole program during the military period and that, if voluntary society personnel are not available in the numbers required, direct recruitment should be established to make up the deficiency.

E. Training and Mobilization

1. Increased air passage allotments have been pressed for in view of the rapid development of events.
2. An orientation course has been organized for all newly reporting personnel, and a booklet prepared as a preliminary guide to the Middle East.
3. An over-all UNRRA Committee on Training, composed of mission, bureau and technical division representatives plus representatives of AML and the Cairo Council of Voluntary Societies, has been established with several sub-committees set up and functioning. The training has included the following:
 - a. Greek and Yugoslav classes at the UNRRA Training Camp and at UNRRA Headquarters.
 - b. Completion of a course for all voluntary society and camp personnel on the use of DDT.
 - c. A staff course for all leading members of voluntary society units.
 - d. Driving and mechanical instruction and tests for members of voluntary society units.
 - e. Development of plans by the Distribution and Transport Bureau for a special driving course for Yugoslav and Greek refugees.
 - f. Setting up of a Fisheries School at Alexandria by the Division of Agriculture and Fisheries.
4. With a view to the early mobilization of missions, a mobilization group was established in the Bureau of Finance and Administration with three senior administrative officers for the planning and execution of movements. This group has covered such matters as the establishment of the status under military law of UNRRA and voluntary society personnel; the obtaining of a military endorsement for UNRRA identity cards; the issue of instructions regarding security; the purchase of office and camp equipment for all personnel; the splitting up of the central registry of files into registries for the Balkans and each of the country missions; arrangements for medical examinations and the inoculation of personnel; and negotiations concerning services and facilities to be

made available by the British Army for all personnel while they are in the Middle East.

5. Side by side with the mobilization of UNRRA's own personnel has gone the mobilization and equipment of voluntary society field units which have been assigned to each of the territories by agreement between AML, UNRRA and the Cairo Council of Voluntary Societies.
6. The Camps Division has prepared a tentative estimate of the personnel which could be called upon for duty in the Balkans at short notice, subject to the agreement of the military authorities in order to assist with any transient center programme of operations.

F. Post-Military Planning

Most bureaux and divisions have carried on with post-military planning at the same time as with military planning.

1. The Bureau of Requirements and Supply has been developing estimates of food and textiles, and estimating supply requirements for the post-military period, and has been screening the requests made by the Greek Government. In addition, the Bureau has been organizing a system of files and records whereby data for amendments to the military period requirements can be kept current and summarized at necessary intervals.
2. The Bureau of Distribution and Transport has been developing rationing plans, distribution controls and transport schemes for the period of full UNRRA responsibility.
3. The Division of Agriculture and Fisheries has developed a crop production programme for Greece for 1945, and has been examining the possibilities of obtaining agricultural supplies such as draft animals, seeds and animal foods suited to Balkan needs from Turkey where the search for new markets in lieu of the lost German markets has shown that the Government, in order to establish its post-war trade, may be driven to reduce the very high prices and rigid export licensing system which at present prevents the export of very large supplies which are available.
4. The Industrial Rehabilitation Division has been preparing estimates of post-war requirements.
5. The Health Division has been concerned with the establishment of agreements regarding the use of the World Typhus Commission during the UNRRA period and has been considering the multilateral quarantine and epidemiological control agreements which have been prepared in Washington.
6. The Welfare Division has made plans for the post-military period involving such activities as family and child welfare services; aid to women with children; care of orphans; advice and information services; occupational rehabilitation, etc.

G. Intelligence Activities

The Intelligence Division has continued to provide up-to-date information on economic and social conditions in the Balkans by means of:

1. A weekly talk to chiefs of missions, bureaux and divisions.
2. The preparation of intelligence papers and files for circulation to members of the missions concerned.
3. Very close contact with military forces now operating in the Balkans.
4. The interrogation of persons coming out of the Balkans, and the collection of answers to inquiries sent into the Balkans.
5. The library which is now well established with a good supply of general reference books and background reference books on the Balkan countries, and books and reports on special functional subjects, periodicals and papers received from London and Washington.

Members of the Intelligence Division have been attached to each of the country missions for which they have been specializing.

H. Public Relations

The arrival of the Public Relations Officer has made possible the development of general public relations activities in addition to those concerned particularly with the refugee camps. In particular, the flow and variety of news material from Washington and London has been increased, and the alignment of UNRRA Public Relations with AML and PWB (now AIS), OWI and the Ministry of Information, etc. has been developed by conferences and discussions. The coverage of Middle East camp operations has been increased by:

1. The assistance of photographs taken by OWI.
2. A film which is being shot by the Middle East representative of the "March of Time" of the El Shatt Camp, which is to have a background of the famous one hundred voice choir, and which, if it can be cleared through the governments concerned, will be issued through the newsreel channels of the world.
3. The arrival of the Beddington Camera Crews and of Mr. Calder Marshall.

At the same time two hundred feet of silent film have been taken of the regular Monday morning meeting of the bureau and division directors and the chiefs of missions. Press releases have been continuing and clippings of Middle East and Balkan activities are heavier and lengthier than ever.

The Public Relations office has also issued the first two numbers of the fortnightly Mission STAFF SHEET, designed to keep all divisions informed of general UNRRA progress.

II. MIDDLE EAST ACTIVITIES OF THE BALKAN MISSION

- A. The Camps Division has been concerned throughout the month of August with establishing itself as self-supporting as possible within the general organization of the Balkan Mission by the attachment to itself of representatives from the Supply, Medical, Welfare and other Balkan Mission Bureaux and Divisions so that administration of the camps can continue without interruption when the Balkan Mission leaves Egypt.
1. The military personnel establishment allocated by the British War Office to administer the camps has been fixed at 315.
 2. The total number of refugees is practically the same as it was on the first of July. A thousand Polish refugees have been transferred from Persia to India, but these refugees are not yet an UNRRA commitment. Including the Poles in Persia, the total number therefore stands at 45,576.
 3. A number of transfers has occurred. Eight hundred partisan Yugoslav convalescent mothers and children have been moved from El Shatt to Tolumat, and alternative accommodation has been provided at El Arish in Sinai for the small number of Yugoslav Royalists, about 340, which had previously occupied the Tolumat Camp.
 4. Engineering work has been completed at Khatatba to provide accommodation for up to 20,000 refugees, subject to the provision of tentage and other accommodation stores, but in fact the establishment of the camp at Philippeville has reduced the necessity for the expansion of accommodation for refugees in the Middle East, and at the same time drastically reduced the medical staff which was being relied upon for the Middle East camps.
 5. During the month, the greater proportion of voluntary society personnel, who have done much to assist in building up successful administration of the camps, has been withdrawn for mobilization to meet operations in the Balkans. It is a tribute to the voluntary society personnel that it has been possible for the refugees, trained by the voluntary society personnel, to take over their duties which include general labor with the Royal Engineers and tent pitching and sanitary duties, the supervision of cooking and baking and the control of ration issued.
 6. A new ration scale which is better adapted to refugee needs has been prepared in consultation with the Health Division and the British Army.
 7. Men's and boys' clothing has been obtained from the British Army and women's and children's clothing from Palestinian factories in place of the American Red Cross supplies which have come to an end.
 8. Canteens have been set up under a special Canteen Division at headquarters where refugees may spend the pocket money now issued to all refugees.

B. Requirements and Supply

Arrangements are being made to meet the possible need for

change over from provision of all camp supplies by the British Army to full UNRRA responsibility. Such supplies as tea, coffee and sugar will have to be imported, as well as medical supplies and garments.

The Bureau of Requirements and Supply has worked with the Camps Division to provide estimates of requirements for the refugee camps, to procure supplies and to transport the supplies obtained. In addition to supplying the refugee camps the Bureau of Requirements and Supply has investigated the possibility in the Middle East of meeting Balkan needs. As military requirements are reduced, certain supplies are becoming available; in particular, quite large quantities of leather and shoes, the latter at the rate of 80,000 a month. The results of investigation of the possibility of obtaining supplies from Persia proved nugatory.

C. Distribution and Transport

The Bureau of Distribution and Transport has taken over the administrative responsibility for the vehicles being used in the Camps Division and for local transport in Cairo. Vehicles are being identified by the painting of the UNRRA seal on the side panels and fenders.

D. Health

The Health Division's activities in the Middle East have been mainly connected with the very heavy problems of the refugee camps. The doctors, nurses and pharmacists available from voluntary societies have not been easy to replace by local recruitment, and the personnel expected from Washington has been diverted to the Philippeville Camp. Special problems have been the measles epidemics in all camps, the establishment of a center for the large number of tubercular refugees, and the endeavor to obtain artificial limbs for a number of Yugoslav soldiers.

E. Welfare

This Division has established a Director of Camp Welfare and a Camps Division Liaison Officer. It has also been assisting in the development of welfare and occupational programmes for the camps within the limits of the small number of available personnel.

F. Displaced Persons

These activities in the Middle East have included:

1. Negotiations regarding the repatriation of Poles from India, Iran and parts of Africa.
2. The distribution of the "10027" cards of the International Red Cross through the Middle East refugee camps.
3. The establishment of a central registry of all Yugoslavs, Greeks, and Poles in Iran, India, the Middle East and Africa, which will contain all the information necessary for the use of public and private agencies providing a locator service, in order to effect the repatriation of refugees.

4. The establishment of a section to handle welfare inquiries and repatriation on an individual basis.
5. Discussions with the Deputy Director of the Italian Refugee Section of ACC regarding his experience in Italy.

G. Agriculture and Fisheries

This Division has made progress with plans for the production of garbage-fed pigs at refugee camps, and at Khatatba pens of salvaged brick are now ready for stocking.

H. Finance and Administration

Negotiations have been continued with the Egyptian Government regarding Egypt's contribution to UNRRA, and the privileges and immunities requested by UNRRA under the resolutions of the Atlantic City Conference. Discussions have been held with technical representatives of the Egyptian Government regarding the computation of Egypt's national income. Apparent agreement has been reached as to the payment of the Egyptian administrative contribution, and favorable action is anticipated by the Ministry when the UNRRA agreement comes up for ratification. Favorable action on the privileges and immunities has not yet been taken, but efforts are continuing to secure action on this subject. Great difficulties are being experienced in bringing staff from Palestine to Egypt for interview or employment.

The Accounting Department of the Camps Division has been integrated with the Division of Accounts to facilitate the installation of a uniform UNRRA accounting system in all camps.

III. GREEK MISSION

The month under review has been an unsettled one in so far as relationships with the Greek Government and AML Greece are concerned in view of impending moves and frequent changes of plan, but it has seen a steady integration of the Mission's field administration with AML's own field organization, and a continued development of special plans of vital interest to Greece. Members of the Mission have spent each morning working with district and regional staffs, and have devoted the afternoon to post-military planning, an opportunity being provided each week for breaking down to district and regional levels the planning carried out during the week by functional bureaux and divisions. Three district directors are now appointed, and two more are under final consideration; one has not yet been released from the Army, and one district has as yet no director assigned. Five regional directors have been appointed, and two are under consideration. In addition, one deputy district director and one field officer have been appointed. It has therefore been possible for functional and district planning to be developed in detail.

A. Finance and Administration

The Chief of the Bureau for the Balkan Mission has had discussions with Sir Francis Rugman and representatives of the American and British Embassies to Greece. The Greek Government's attitude in financial matters has

been in favor of introducing the new drachma notes printed in England immediately upon liberation, and of establishing a rate between the new and the old drachma and foreign exchange rates at as early a date as possible as against the issue of BMA notes. The Greek Government has been prepared to supply currency to AML and UNRRA, but wishes to receive prompt settlement in foreign exchange for military as opposed to relief expenditures. The Greek Government is also prepared to accept Bulgarian currency in Bulgarian occupied parts, but with United Nations help to recover from Bulgaria at a fair rate.

The Government intends to sell prime relief commodities at landed cost, but revenue from other goods is to be above landed cost. No clear method of establishing landed cost in currency and within the purchasing power of wage earners has been devised. Priority will be given to financing the Social Insurance Institute and the Agricultural Bank.

Subsequent communications with the U.K. and U. S. Treasuries have resulted in agreement to issue new drachma notes immediately on liberation and in agreement to the issue of BMA notes with the proviso that these are backed by sterling.

B. Requirements and Supply

The Chief of the Bureau of Requirements and Supply for Greece has been appointed. The estimated requirements prepared by the Greek Government will not be finally considered until they can be compared with the estimates which have been prepared in London. Supplementation has been recommended in respect of the medical supply programme during the military period.

C. Distribution and Transport

The conference at which the AML distribution plan was presented to the Greek Government has been referred to elsewhere in this report, as also the rationing plan prepared. These are now receiving further consideration in the light of the views of the Greek Government and the operations of the Swedish-Swiss Commission. It is planned that the Swedish-Swiss Commission should continue to operate during the first stage of liberation, and should not be subordinated to UNRRA, but should be integrated into UNRRA after negotiations to be conducted by UNRRA as and where necessary.

An inclusive caique programme has been recommended to go beyond the provision by AML of 150 caiques by the end of September and investigations in Turkey have revealed the possibility of chartering a considerable number of caiques flying the Turkish flag immediately the war ends.

Three transport men have been assigned to Greece, and a distribution team has been gathered together for Crete.

D. Industrial Rehabilitation

1. Shelter

An emergency scheme for providing shelter to meet the very considerable needs resulting from the punitive burning of villages has been prepared,

and consideration of this scheme has been one of the chief activities of the Mission during the month. A grant of \$300,000 has been received from the Greek War Relief Association with the approval of the Inter-Allied Committee in Washington for the shipment of tar paper and other building materials. The Shelter plan proposes three stages:

- a. Aid in materials for 30,000 home owners whose dwellings are susceptible of a minimum repair to make them habitable involving a minimum of 3650 tons of shipping monthly for six months.
- b. Materials for an additional number in the same category where roofs were completely destroyed and walls thirty per cent destroyed.
- c. Materials for dwellings completely destroyed where the walls are standing but useless, and the foundations intact.

Discussions have been held with AML with regard to the support of an UNRRA application to the Combined Boards for additional shipping and materials during the military period to meet the needs in the first stage above.

2. An analysis has been prepared of the flour milling capacity of Greece, which reveals that this is adequate for the minimum milling needs when relief supplies of grain enter the country provided that fuel and power are available.
3. An examination has been made of the possible needs for the boring of new wells.
4. Technical discussions have been carried on with technical specialists of the Greek Government on industrial questions.

E. Agriculture and Fisheries

1. Reference has already been made in this report to the development of a crop production programme for 1945 and to investigations of the possibility of obtaining draft animals and animal feed and seeds from Turkey at the end of the war.
2. A school of fishing which has been established at Alexandria was also referred to earlier. Training covers the whole range of repair of fishing equipment and will make possible early operation of the fishing industry in Greece.
3. The Greek Ministry of Reconstruction has given valuable assistance and information for the preparation of a comprehensive report.

F. Health

1. Close co-operation has been maintained with the Greek Government and with AML Greece. The principal medical officer has prepared an appreciation and plan for the Health Division operations in Greece, and has worked out a detailed application of this plan to District No. 1

2. Strong recommendations for supplementary provision of soap and hospital equipment has been made to the Bureau of Requirements and Supply for transmission to Washington.
3. Three medical officers, one chief nurse, and eight regional nursing consultants have been assigned to the Mission and the chief nurse has been acting as chief matron for AML (Greece).
4. Of the voluntary society units available, two hygiene and First Aid units have been assigned to Greece; four medical stores officers and four drivers; five Public Health welfare nurses and one field bacteriologist.

G. Welfare

1. A thorough appreciation and plan has been prepared.
2. Discussions have been held on the need of some free emergency distribution of supplies as well as the provision for cash relief to encourage the earliest possible resumption of normal purchasing.
3. A conference was held with the Greek Minister of Social Welfare and Health to discuss welfare needs in Greece and the ways in which the Welfare Division can be most helpful, in meeting them.
4. A director of welfare and four other members of the Division have been assigned to the Greek Mission together with five relief units from the voluntary societies.

H. Displaced Persons

A preliminary plan for the care and feeding of displaced persons has been prepared in consultation with the Health Division and the nutrition specialist of the Bureau of Distribution and Transport. The repatriation of Greek nationals to Greece and of non-Greeks from Greece has been discussed, and agreement as to AML responsibility has been reached. A director of displaced persons and one other member of the Division have been assigned to the Greek Mission.

IV. YUGOSLAV MISSION

With the appointment of Mr. Alan Hall as Observer, Yugoslav plans began to develop rapidly on a Mission basis. Starting with nine members assigned to the Mission, by the first week in September there were over thirty, either nominated or actually attached. Four district directors, three deputy district directors and three field officers had taken up their duties and within a few weeks plans had been obtained from each of the functional bureaux and divisions. These plans were prepared in such form as could be presented to the recognized Yugoslav Government in the event of there being no military relief force. The Mission Observer together with other representatives of the Balkan Mission will shortly be attending discussions between the military authorities and the National Committee of Liberation. Talks, lectures and language classes were begun as part of a training programme. Mobilization of personnel has been expedited, and by the end of the month an advance party moved off to advance headquarters. Two members

of the Intelligence Division have been attached to the Mission. Plans have been developed for the use of voluntary society personnel as survey units, and detailed functional plans have been developed as personnel have been assigned to the Mission.

A. Finance and Administration

A director of administrative services has been appointed for the Mission and an office manager and an executive assistant assigned to work with him.

B. Requirements and Supply

No personnel has as yet been assigned to the Mission, but the Deputy Chief of the Balkan Mission has planned to be present at the negotiations between the military authorities and the National Committee of Liberation.

C. Distribution and Transport

1. This Bureau has examined the possibility of establishing a reasonable control over supplies.
2. Members of the Bureau have been assigned to Yugoslavia and a request for distribution officers for Yugoslavia has been included in the revised budget. The Deputy Chief of the Balkan Mission also plans to be present at the negotiations between the military authorities and the National Committee of Liberation.

D. Industrial Rehabilitation

This Division has submitted a plan for operations in Yugoslavia involving survey activities and the provision of technical assistance.

E. Agriculture and Fisheries

Plans have been made to provide assistance of a survey and technical nature.

F. Health

A careful analysis of the medical situation that will be met in Yugoslavia together with an appreciation of the limitations imposed on the assistance UNRRA could offer has been prepared as a basis for a plan of medical assistance to the Yugoslav Government. This envisages two main activities:

1. The provision of medical stores at an early stage.
2. The offer of demonstration units to allow the Yugoslav medical authorities to make the best possible use of the supplies available, and of the technical knowledge gained during the war.

The following personnel have been assigned to the Mission:

- 1 P. M. O. with a deputy and one other medical officer.
- 1 nursing consultant with seven regional consultants and four voluntary society Public Health nurses.
- 1 sanitary engineer

1 medical stores officer together with four voluntary society stores officers and four drivers.

1 bacteriologist with two voluntary society laboratory technicians.

3 voluntary society Hygiene and First Aid Units.

G. Welfare

An operational plan has been presented; a handbook of relief operations is being prepared; and training is going ahead for Yugoslav refugees. A director with three other members of the Division has been assigned to the Mission together with three voluntary society relief units now in the Middle East and two more which are expected shortly.

H. Displaced Persons

Negotiations have been carried on for the return of the refugees in the Middle East. Plans have been developed for collecting information for the identification, registration and transport of displaced persons and for their care and maintenance. A director with one other member of the Division has been assigned to the Mission.

V. ALBANIAN MISSION

Pending the arrival of Chief of Mission, Mr. McNabb has been delegated to act as Observer for the Mission. With a staff of twelve, plans have been prepared and completed with AML (Albania) and with the functional bureaux and divisions. This small functional staff has been made ready for immediate mobilization and has submitted detailed plans for operation.

A. Finance and Administration

This Bureau has so far not been able to make any assignment to Albania.

B. Requirements and Supply

A chief supply officer for the Mission has been appointed by this Bureau.

C. Distribution and Transport

In consultation with AML (Albania) this Bureau has prepared a detailed plan for distribution operations within the framework of AML's planning and organization.

D. Industrial Rehabilitation

No assignment has been possible by this Division.

E. Agriculture and Fisheries

One member has been assigned to the Mission from this Division.

F. Health

This Division has prepared a plan of operation for using the personnel available, particularly in the devastated areas.

The personnel at present available are a P. M. O. and one sanitary engineer, a chief nurse and one voluntary society Public Health welfare nurse, a voluntary society medical stores officer and three drivers, six laboratory technicians and one Hygiene and First Aid Unit.

G. Welfare

An appreciation of the plan for welfare operations in Albania has been prepared in consultation with AML (Albania) and a director has been assigned to the Mission with one voluntary society relief unit.

H. Displaced Persons

The Chief of the Division of the Balkan Mission has held discussions with AML (Albania) with particular reference to repatriation of the Italians at present wandering destitute, and with little food or clothing all over Albania.

1 September 1944

TO: Deputy Director General
Bureau of Areas
Washington, D. C.

FROM: Sir William Matthews

SUBJECT: Identity Cards for UNRRA Balkan Mission Personnel

1. A copy of the minutes of the meeting held under the auspices of the office of the Minister Resident in the Middle East, at which representatives from the British and American Legations and Military Headquarters, from AMHQ (Balkans) and from UNRRA were present, are attached.
2. It will be noted that a distinction has been drawn amongst UNRRA personnel, as follows:
 - A. Those who are to work as agents of the military authorities during the period of military responsibility for relief work in the Balkans. These are to be issued with the green identity document, stamped as indicated in paragraph 3 on page 3, so as to bring all personnel under military law.
 - B. Those personnel who will not be going to the Balkans but will be staying in the Middle East in connection with camp operations. These personnel will be issued with the green identity document, which will by then, it is hoped, be recognized by the Egyptian government as providing the status and immunities requested under the Atlantic City Resolutions.
3. It is expected that as soon as the military period ends in any territory, the military stamp will be cancelled and negotiations will have been concluded with the indigenous government, establishing the green identity card as carrying the status and immunities requested under the Atlantic City Resolutions.
4. The position of UNRRA personnel under military law is important to us on three counts:
 - A. That with this position we are granted access to secret and confidential papers which would probably otherwise be withheld from us, and from our point of view we feel happier about the circulation of these papers throughout the office.

- B. That with this status we are entitled to travel freely throughout the Command of the General signing the endorsement.
- C. That with this status we are entitled to draw on the British Army for the services and facilities which have now been extended to us as an extension of the General Order which covered previously only the Voluntary Societies. A copy of this General Order is attached. Without this military status we should not be allowed by the Egyptian Government to wear a khaki uniform, even with an UNRRA flash.
5. The present position is that this proposal to endorse and stamp the UNRRA green card is being conveyed by the American-British Embassies to the Egyptian government, and the documents will be stamped and endorsed as soon as this has been done. In the meantime, the British Army and the British Embassy are prepared to continue the issue of British Forces identity cards to UNRRA British personnel. We have cabled Washington, requesting their assistance in persuading the American Army to do likewise. UP to now, as you know, they have been prepared to issue American Army cards, but these are no longer being issued and it is proposed that they should be withdrawn shortly. The British cards also are to be withdrawn on September 30th, but we hope by then to have established the position with the UNRRA green document. Between now and then the American personnel who have arrived recently have only their passports and visas, which expire after a period of one month, and if we have not in the case of any individual been able to obtain by the end of the period of one month's stay in Egypt the green card, properly stamped and endorsed, the position will be extremely serious. We are therefore hoping that it will be possible for Washington to obtain the agreement of the American Army for the continued issuance of American Army cards.

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SECRET

21st August 1944

MEETING HELD IN THE CONFERENCE ROOM, OFFICE OF
MINISTER RESIDENT M.E. TO CONSIDER METHOD OF
IDENTIFICATION OF U.N.R.R.A. PERSONNEL.

PRESENT:

Sir W.D.Croft (in the Chair)	Office of the Minister Resident
Mr. D. J. Mill Irving	British Embassy
Mr. C.H. Johnston	"
Mr. Ralph Miller	American Legation
Mr. A. Roseman	U.N.R.R.A.
Mr. N. Miller	"
Mr. M. Barratt Brown	"
Lt. Col. J. L. Langman	"
Lt. Col. H.W.F. Clay	A.M. HQ (Balkans)
Major C.R.(?) Donald	"
Major J.L. Smith Jr	A.M.L.HQ (Greece)
Lt. Col. W. L. Tolputt	B.T.E.
Major J.S. Wightman	A.G.I.
Major A.G. Friend	"
Major J. A. Cook	A.G.(PS)
Capt. F.A. Allen	S.I.M.E.
Capt. J.C. Braun	"
Capt. P.G. McMullan	"
Major A.M.C. Jenour	Q.5
Major H.W. Forester	Office of the Minister Resident.

Sir W. Croft stated that the Meeting had been convened to consider the method to be adopted of Identification of UNRRA personnel. So far the British forces had covered the British Personnel employed by UNRRA by issuing B.F.I. Cards, and the American personnel had been covered by cards issued by USAFIME.

We were not strictly within our rights in issuing these B.F.I. Cards to persons not employed by the British Government, and the Egyptian Government had objected to this, and in line with the American Army Authorities who apparently are no longer prepared to issue their civilian employee cards, it has been decided not to extend the validity of our B.F.I. cards beyond the 30th September 1944.

Mr. A. Roseman stated that they had applied to the Egyptian Government for their agreement to the issuing of a Green Identity card which would give the same facilities to UNRRA personnel as the B.F.I. Card issued by the British Military authorities, viz. residential status and freedom of travel across Egyptian frontiers, but that no agreement had yet been reached with the Egyptian Government.

The proposed Green Identification Card was to be a recognised form of Identification granting both residential status and travel facilities, and this document had been agreed in principle by all 44 countries. A proposal had been made to the British and American Military Authorities that this document should serve as an Identification Card, and had seemed generally satisfactory, but before proceeding any further it was necessary that the position as regards the Egyptian Government should be clarified.

A question was raised as to whether employees of UNRRA were subject to Military Law.

Mr. Roseman replied that under the Identification Card issued to him by the American Authorities he considered he was subject to American Military Law.

Mr. D.J. Mill Irving stated that UNRRA had not yet definitely stated that they came under Military Law.

Lt.Col. Tolputt stated that if UNRRA employees were subject to Military Law, then quite definitely they came under the Immunities Convention, if not, they were not entitled to hold a B.F.I. Card.

Capt. Allen said that the Military Authorities would recognise UNRRA's Green Identification Card if the Egyptian Authorities approved of it.

Mr. Roseman then suggested that British and American Military Authorities could place a stamp on the Green Identification Card signifying that those personnel attached to A.M.L. for work in the Balkans came under Military Law and therefore had all Military privileges.

Mr.D.J.Mill Irving stated that if we covered UNRRA employees under the Immunities Convention, there may be a question of financial liability for repatriation, but presumably the British Embassy would be covered by UNRRA in this respect.

It was suggested that the British Embassy and American Legation should approach the Egyptian Government pointing out that, subject to their agreeing, it is proposed to issue Green Identification Cards to employees of UNRRA giving the same facilities as the B.F.I. Card without prejudice to legal considerations.

That A.M.L. should be responsible for affixing the stamps of the Military Authorities and that a Nominal Roll of the Cards issued should be sent to E.T.E. and to the Egyptian Government with a copy to S.I.M.E. A.M.L. representative stated that this could only be done if A.G. agreed.

The D.P.S. said there was no objection to this.

Mr. D.J. Mill Irving said that he was of the opinion that the Egyptian Authorities would be quite prepared to agree to the issuing of the proposed Green Identification Cards to British and American personnel employed by UNRRA, but that would not accept UNRRA's guarantee. He thought, however, that this difficulty could be overcome.

With regard to the Camps Division, these will remain in the Middle East, and can be dealt with as a separate issue between UNRRA and the Egyptian Government.

Major Forester stated that the Camps Division formerly came under MERRA, which was an Associated Department of the Office of the Minister Resident. Under these circumstances would the C.-in-C. agree to these employees coming under G.H.Q. M.E. The D.P.S. said that he did not think the Camps Division could come under G.H.Q.

Sir W. Croft summing up said as a result of the discussions arising out of the meeting it was agreed to carry out the following proposals:-

1. That the Green Certificate of Identity be issued by UNRRA to all their personnel brought into the Middle East.
2. That such document, in the case of UNRRA personnel attached to A.M.HQ (Balkans) or to any military authority (British or American), will place holder subject to military law, British and/or American, by the endorsing of the Green Certificate of Identity with a statement to that effect inserted by a competent authority of A.M. HQ (Balkans) or otherwise. The certificate to be signed and SEALED with a Seal to be made known to the military authorities and the Egyptian - such Seal representing in itself the same status as that held by the B.F.I. Card (issuable to uniformed personnel of Officer status) or the Army Pay Book (issued to those of Other Rank status), or their American equivalent. HOLDERS OF THE GREEN CERTIFICATE OF IDENTITY WHO DO NOT HAVE THEIR DOCUMENT ENDORSED AND SEALED WILL NOT HOLD ANY PRIVILEGES OR TRAVEL RIGHTS.

3. The endorsement could be worded as under: -

BRITISH OFFICER "Holder is subject to British Military Law while attached to the military forces of this Command under Section 175(8) of the Army Act and holds rank equivalent to that of

SEAL

Signed (on behalf of C.-in-C., M.E.
or C.-in-C., C.M.F.)

BRITISH OTHER RANK

"Holder is subject to British Military Law while attached to the military forces of this Command under Section 176 (10) of the Army Act and holds rank equivalent to that of

Signature

AMERICAN

"Holder is subject to American Articles of War (?) para (?) while attached to the military forces of this Command and holds rank of

SEAL

Signed on behalf of C.-in-C.C.M.F. or designated authority.

4. As the above mentioned document, when endorsed, will give facilities which must be controlled, Security Intelligence, Middle East, must be fully cognisant of all issued, and in accordance with existing policy, will validate the holder as being Security cleared, by counter-endorsing the document with the signature and stamp of a competent military security authority, i. e. appropriate Defence Security Officers.

5. It is felt that as holders of an endorsed UNRRA certificate will possess all the privileges afforded by the Anglo-Egyptian Treaty of Alliance to members of the British Forces "subject to military law", particulars of holders of such endorsed documents should be made available to the Egyptian authorities. H.Q., B.T.E., who are the most directly interested guardians of the conditions of the "Treaty" should be informed at the same time.

The Security Authorities will have their cover in the carrying out by UNRRA of the approved "vetting instructions already in operation.

6. Those holders of the UNRRA document who are not subject to Military law will have to have their status regularised with the Egyptian authorities under arrangements to be made by UNRRA.

7. The suggestions at para.3 may not be entirely possible, but the method of carrying this out is a matter for the Administration Branch concerned.

8. That the British and American Legations should make a joint approach to the Egyptian Government informing them of the proposals and obtain their agreement.

(Sgd) H. W. FORRESTER,
Major.
Secretary

Balkans

28 August 1944

TO: Governor Lehman
Sir Arthur Salter
Mr. Jackson ✓
Mr. Feller
Mr. Sayre
Mr. Sokolowski
Mr. Salisbury
Mr. Corson
Mr. Hendrickson
Mr. Daniels
Miss Davis

Mr. Cooley
Dr. Crabtree
Mr. Weintraub
Mr. Dayton
Dr. Chen
Mr. Rodnoy
Mr. Weisl
Mr. Franklin
Mr. Beenhouwer
Mr. Franck

FROM: George Xanthaky

SUBJECT: Letter of instructions re UNRRA operations
in the Balkans

As of interest to you, I am transmitting herewith a letter to the Chief of the Balkan Mission setting forth certain instructions with respect to UNRRA operations in the Balkans.

Attachment: Letter to Chief of Balkan Mission

GXanthaky/acc

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 Connecticut Avenue
Washington 25, D. C.

23 August 1944

Sir William Matthews
United Nations Relief and
Rehabilitation Administration
c/o American Legation
Cairo, Egypt

My dear Sir William:

Your CAWA #25, commenting on Laird Archer's CAWA #24; as well as CAWA #20 and your CAWA #57 have been received. Though the letters deal with different subjects, each raises the same basic question, namely, the nature and extent of UNRRA's financial responsibilities in the Balkan area and, in particular, whether UNRRA will make any direct or indirect long term loans to farmers and manufacturers.

You may consider this letter as a definition of policy, insofar as it is possible to define it at this time, and as a guide in the conduct of negotiations on financial matters, particularly those relating to industrial and agricultural rehabilitation. For clarity, we will first discuss the basic question and then answer the specific points raised in your several letters.

General Considerations

In the first instance, I think it would be advisable for you to make clear to the staff of the Mission, as well as to the Allied civil and military authorities, that the Administration's financial policy was determined by the UNRRA Council last November and is embodied in the Atlantic City Resolutions, particularly Resolution No. 14. Parenthetically, I might add that before discussing policy questions with member governments or the Allied civil and military authorities, it would be wise if careful attention were given to the UNRRA Agreement and Council Resolutions, which are, in effect, the constitution of the organization and the basic authority on all problems relating to the nature and scope of UNRRA operations.

Even under the broadest and most liberal interpretation possible, it is clear, under the UNRRA Resolutions, that the Administration is not a banking institution. These Resolutions place definite limitations upon our relief and rehabilitation activities. We

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must operate accordingly. However, the intelligent prosecution of our work requires that we have a complete understanding of the financial and economic problems of each country, even though the solution of certain aspects of those problems lie outside the scope of UNRRA's direct responsibility.

Use of UNRRA's Assets

Since the Mission will be concerned with financial problems with the Egyptian Government, as well as with Greece and Yugoslavia, it might be well to point out that the powers and limitations of the Administration in the use of its assets, whether in the form of contributions in gold, convertible currency or credit, or of local currency realized from the sale of UNRRA supplies, have been clearly defined by the Council of UNRRA, in Sections 5, 15, 19, 20 and 21 of Resolution No. 14. The immediately relevant portions read as follows:

(a) Section 21.

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

(b) Section 5.

"... the balance (meaning 90% of the amount contributed by each member government) ... in form of a credit in local currency ... shall be available for the purchase of the contributing country's supplies and services."

(c) Section 19.

"... It shall be the policy of the Administration to use any ... local currency (meaning local currency proceeds from the sale of supplies furnished by the Administration) 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 utilization of such local currencies shall be formulated by the Director General and the member government involved."

Pursuant to Sections 5 and 21 of this Resolution, contributions in gold, convertible currencies, and credits should be used exclusively for the purchase of supplies and services: gold and convertible currencies - for purchases in any country: credits in local currencies - for purchase within the contributing country.

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From the above, it is clear that in the Balkans and in other liberated countries UNRRA's financial resources in terms of gold, convertible currency or credits made available by the so-called "contributing countries" may be used only for purchases of supplies and services. Although the Director General could use gold or convertible currencies to buy supplies within a liberated area, he will, as a matter of policy, not do so unless some situation, now totally unforeseen, should arise. Since, pursuant to Section 20 of Resolution 14, local currency must be made available to cover all expenses of the Administration within a liberated area, it is felt that the use of the limited foreign exchange assets of the Administration for expenditures for any purpose within such an area would subject the Administration to severe criticism.

It follows therefore that the only conceivable instance in which UNRRA might grant a loan or other credit accommodation to a member government or a private borrower would be in the case where it was using local currency realized from the sale of UNRRA supply within that country and had secured the prior consent of the government. As indicated, such a case may rise only if the currency is definitely needed for relief and rehabilitation activities involving short term financing. It would be premature, at the present time, to attempt to draft plans dealing with the exceptional cases in which UNRRA would use local currency proceeds for the purposes mentioned in this paragraph.

In considering Balkan financial problems, therefore, it should be realized that UNRRA's resources cannot be utilized for purposes which the Council has declared to be outside of its scope. This does not mean that such problems should be neglected, or that UNRRA has no concern with them. On the contrary, in practically every instance, these problems will be related to and have a direct bearing on UNRRA's operations in the field of agriculture, industrial rehabilitation and distribution.

Although it has precluded the Administration from operating in the field of finance, the Council nevertheless recognized that UNRRA's activities would have a direct impact upon the financial structure of each country. To guard against possible adverse effects, Resolution No. 25, which related to the functions of the Committee on Financial Control, provides specifically that the Committee shall

- "(e) ... give attention to the effect, if any, which the receipt and expenditure by the Administration of local currency proceeds, referred to in Section 19 of the Financial Plan, may have upon inflation in any country in which the Administration may

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operate, and make recommendations as to procedures in relation to such receipts or expenditures which may aid in counteracting inflationary trends."

In connection with this Resolution, two basic principles should be kept in mind in considering economic-financial problems as they relate to the activities of an UNRRA country mission:

First, that since the importation and distribution of supplies and activity in the fields of industrial and agricultural rehabilitation are essentially commercial operations, UNRRA's operations should be so conceived and administered as not to interfere with the national government's program for economic recovery, particularly in the fields of currency and price stabilization.

Second, that UNRRA's activities, as far as possible, should be so planned and executed that they will assist the national government in accelerating economic recovery and ending the relief period at the earliest possible date.

UNRRA was not created to undertake the solution of the many and complex long term economic and financial problems which will beset all liberated areas. The United Nations have recognized the essential difference between UNRRA's short term task during the emergency period after liberation and the long term reconstruction problem. To cope with these problems the United Nations have already created mechanisms such as the Interim Commission on Food and Agriculture, and are now attempting to create a financial mechanism through the Monetary and Financial Conference. These are the agencies to which the Allied Nations including Greece and Yugoslavia may turn for guidance in the solution of their financial, industrial or agricultural problems in the transition from a war to peacetime economy.

UNRRA's responsibility is to use its resources so that any direct or indirect help to manufacturers and farmers in a liberated area will be linked to, and coordinated with, national governments' long term plan for post-war recovery.

Financial Plan for Balkans

At the present time the Administration's financial adviser is, in collaboration with the Chief of the Southern European Division, and other appropriate Divisions of UNRRA, engaged in the preparation of a financial plan. The document should be completed

within a fortnight. It is hoped that it will serve as instruction on specific financial problems such as currency, budgetary appropriations by the Greek and Yugoslav Governments, price control and price stabilization, wages and other related subjects. Mr. Gerstenzang has participated in some of the discussions on the subject. The information contained in this letter is intended as an outline of general policy and not as a final, definitive statement on particular subjects.

It might be well, however, even at this time, to call attention to the fact that UNRRA cannot and should not take a direct and immediate part in the settlement of currency questions as they affect Greece and Yugoslavia. UNRRA's role in this sphere is to assist, in every way possible, the governments and/or the military authorities by informing them fully of our proposed activities so that the UNRRA program may be properly coordinated with the currency policy established by the competent civil and military authorities. As you know, decisions with respect to currency and exchange questions are being reached as a result of international agreements between the national governments and the Allied treasury and military officials concerned with the problem. However, we feel it would be most desirable if UNRRA participated in discussions on these subjects and were fully informed of contemplated action, so that the decisions in this field are made with a full appreciation of their impact upon all economic operations in the area, including those undertaken by UNRRA.

In addition to the financial plan, we are presently engaged in preparing a memorandum of understanding between each of the governments of the Balkan nations and the Administration, which will define the rights and obligations of the UNRRA and the contracting parties. This memorandum of understanding is designed to implement the various resolutions adopted by the Council at its first session at Atlantic City last November.

As you may know, the government of Greece has made formal representations to the Director General indicating that Greece is not in a position to pay in suitable means of foreign exchange for relief and rehabilitation supplies and services. The petition is now under consideration. A formal determination is expected shortly. Mr. Gerstenzang attended several preliminary meetings at which the subject was discussed and he will be able to tell you the direction of our thinking at the time. There have been no changes since. It is quite likely that a similar petition will be presented on behalf of the government of Yugoslavia, and in all likelihood the same result will obtain.

Specific Questions Raised in Your CAWA #20

A. The Agricultural Bank of Greece.

Your letter raises two specific questions:

- 1) Refinancing of the Bank by supplying new working capital now depleted through war inflation, and
- 2) appointing of the Bank as a distributor of UNRRA's supplies.

Ad 1) Financing

UNRRA should not, as a general rule, as explained on page 3, engage in banking transactions involving advances of original capital or credit. It is our thought that the responsibility for working out the arrangements whereby Greek banks and other credit institutions will be supplied with original working capital so as to enable them to function as business institutions rests with the Greek Government. We believe, moreover, that economic recovery will be accelerated if there is a return to normal business practices with the farmer, industrialist, or merchant dealing directly with those institutions to which he formerly looked for the cash, credit, or supplies essential to the operation of his business.

As you know, the peace-time business of the Agricultural Bank covered generally all the normal functions carried on by a national farm agency in charge of farm administration in any country. Finance resources for this type of activity are usually supplied from the national government's budget or its credit agencies. Short-term and long-term loans to farmers, advances in cash or goods, subsidies to maintain prices or to increase production, and the like, are the concern of the national government. As far as we know, all governments in exile are planning to grant financial aid to farmers as part of the task of agricultural rehabilitation in their countries. Mr. Kelsey's comparison of the Agricultural Bank with the U.S. Farm Security Administration is further support for our position that rehabilitation loans and subsidies must be regarded the direct responsibility of the national government. At most, UNRRA's concern is indirect and should be treated as outlined in our general discussion above.

We agree fully with Mr. Kelsey that UNRRA has an immediate concern with the re-establishment of the Agricultural Bank's normal activities, so that the Greek farmer can again be able to feed

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his family and to dispose of his surpluses through commercial channels within and without Greece. However, we feel it most essential to impress upon the responsible officials of the Mission, as well as the Greek Government, that UNRRA cannot accept direct responsibility for refinancing the Bank.

Pending the appointment of a financial adviser to the Greek or Balkan Missions, it might be advisable if you personally undertook to conduct all major negotiations on financial problems with the responsible Allied military and civilian authorities.

Ad 2) Distribution

From the "Agricultural Bank's Business after the Occupation by the Axis Armies" we note that the Bank is the distributor of the Swedish-Swiss Red Cross' supplies everywhere in Greece, except in Piraeus, Salonica, and Athens. As for the future, we must, however, take into account that the UNRRA's supplies will represent a huge volume of goods. For this reason, it is impossible to foresee, at present, whether the Bank should be the sole distributor of all supplies in all the regions covered by its activities under occupation.

Prior to Mr. Gerstenzang's departure, we discussed the possibility of utilizing the Bank as the major instrument for the distribution of agricultural supplies. We feel that the Bank is likely to be the most efficient agency for the distribution of such supplies because of its great experience and intimate knowledge of conditions in every part of Greece, and because the agricultural population is accustomed to dealing with the Bank and has confidence in it.

However, at this time, I think it would be inadvisable to suggest to the Greek authorities in Cairo that we are contemplating a firm arrangement whereby the Bank would be the sole agency responsible for the distribution of agricultural supplies. You might suggest that the matter is being considered and that in all likelihood an arrangement will be effected, but avoid any definite commitments. The Bank might be maintained, for instance, as a distributing agency only in rural territories. In the final analysis, the extent to which the Bank will be used will depend entirely upon conditions as you find them in the field after you have had opportunity to analyze the entire problem.

In addition, it might be well to clarify our position with respect to the problem of payment by the Bank for UNRRA supplies. It is not contemplated that UNRRA's supplies to the Bank as an

23 August 1944

UNRRA distribution agency should in fact represent new or additional capital for the Bank. UNRRA will expect payment. It is contemplated, however, that payment will be made in local currency and not convertible exchange.

In your discussions regarding the Bank's internal financial problems, it should be made clear that UNRRA will not bear any responsibility for administrative expenses. These should be assumed by the Greek Government. Moreover, in the event that UNRRA enters into an arrangement with the Bank whereby the latter discharges distribution functions for UNRRA, all of the Bank's expenses, including the salaries of distribution personnel and UNRRA's locally recruited supervisory staff, will be paid by the Greek Government, even though the personnel is under the administrative direction and supervision of the Administration.

Specific Questions Raised in Your CAWA #24 and #25.

CAWA #24 and #25 deal essentially with the following:

- A. The scope of UNRRA's activities in the field of industrial rehabilitation.
- B. Procurement of raw materials for stockpiles for relief of industrial rehabilitation.
- C. A request for an analysis of the financial problems in connection therewith.

The Council has defined the Administration's policy with respect to industrial rehabilitation in Resolution No. 12. The Resolution limits industrial activity to the rehabilitation "of such industries, transport and other services as are essential to relief". It precludes the Administration from any long term reconstruction or major industrial activity. "No new construction or reconstruction is contemplated but only rehabilitation as defined by the preamble of the UNRRA agreement." The preamble refers to assistance in the resumption of "urgently needed agricultural and industrial production and the restoration of essential services."

In addition, limited funds, the necessity for establishing a priority in the expenditure of those funds, and the temporary character of all UNRRA's activities further restricts the Administration from any large-scale undertakings in the field of industrial rehabilitation.

23 August 1944

You will recall that when the Governor was in Cairo he expressed considerable concern over the fact that the peoples of the occupied areas were being given false hope with respect to the volume of relief which the United Nations would bring into the Balkans upon liberation. He urged that no misrepresentations be made with respect to UNRRA's relief program and that an accurate picture be given of the extent to which UNRRA would be able to furnish both supplies and services.

Procurement of Raw Materials

At present, we are collaborating with the Agricultural and Industrial Rehabilitation Divisions of the Bureau of Supply in the preparation of a comprehensive analysis of information as a basis for production programs in the Balkan countries for the first year after liberation.

For the agricultural program, this includes an analysis of the agricultural resources in each country and the potential food output for the first year after liberation if certain production supplies are made available.

This information is being developed for use by UNRRA personnel in Cairo in discussions with representatives of the Balkan governments to determine the food production, nationally and by provinces, and the specific requirements for supplies which will be necessary to carry it out.

As soon as programs for the country as a whole and for each region are agreed upon, specific estimates of requirements for their execution, in terms of food, agricultural equipment, pesticides, fertilizer, as well as draft animals and manpower, can be determined.

The industrial program will plan for the rehabilitation of essential production in liberated areas in the following approximate order of priority:

a. General Service Industries

- Machine repair shops
- Foundries and forges
- Woodworking shops
- Construction shops

b. Public Utilities

- Electric power
- Water supply
- Sewage system
- Gas

c. Transport and Warehousing

Highways
Railways
Waterways and harbors
Storage facilities

d. Communications

Telegraph and telephone

e. Fuel Production

Solid and liquid fuels

f. Manufacture of Basic Building Materials

Brick and tile
Cement
Lumber

g. Essential Consumer's Goods Industries

Food processing
Clothing and footwear
Soapmaking
Production of medical supplies, etc.

The program for Industrial Rehabilitation will be based on advance estimates and ultimately on field surveys of kinds and quantities of emergency power units, mechanical equipment, hand tools, basic materials, structures and transport equipment necessary to put into working condition these essential industries, and to secure the country's increasing independence from imported relief supplies.

Mr. Gerstenzang has had numerous and extensive conversations with us and with representatives of the Supply Bureau concerning the advance procurement of raw materials and other essential supply for agricultural and industrial rehabilitation. He understands completely the mechanisms which the Administration will use for the purchase of such supplies both in the United States and abroad. In this connection, may I again call your attention to the UNRRA policy resolutions which require UNRRA to use, where possible, the established national agencies concerned with the procurement of supplies. Although it may be possible to make small, spot purchases in the Middle East, any considerable program of procurement must be handled in consultation with the Bureau of Supply at headquarters.

Sir William Matthews

- 11 -

23 August 1944

We note that you are expecting an answer from Greece to the questionnaire of the Greek Government of 9 May asking for details and specifications regarding the actual economic situation in that country. We would appreciate having a copy as soon as it is available.

Sincerely yours,

FOR THE DIRECTOR GENERAL

George Xanthaky, Chief
Southern European Division
Bureau of Areas

Palmer

25 August 1944

TO: Michail Menshikov
FROM: George Xanthaky
SUBJECT: Letter of 27 July from Sir Rm. Matthews concerning participation of UNRRA in problems relating to distribution and finance.

You will be particularly interested in paragraph two and the next to the last paragraph of the annexed letter which I received today from Matthews.

I have already sent Matthews a copy of the cable which CCAC is sending to Maitland-Wilson regarding the Swedish-Swiss Commission.

The point which Matthews raises with respect to direct contact between UNRRA and the Swedish Commission was raised by the British Military here during the course of the drafting of the CCAC cable. The British Military proposed that all negotiations between UNRRA and the Commission be channeled through the Military. I objected strenuously and the proposal was withdrawn.

You will also recall that whereas the British and American Embassies and the Military in Cairo suggested the possibility of continuing the Commission from one to several months, the CCAC cable directs that the take-over should be at the earliest possible date.

Attachment: Letter from Sir Rm. Matthews

CC: H.H. Lehman
A.H. Feller
✓ H. Jackson
J. Corson
H.E. Caustin

GXanthaky/acc

UNITED NATIONS RELIEF & REHABILITATION ADMINISTRATION

C
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P
Y

8, Sharia Dar El-Shifa-Garden City - Cairo

Telephone: 47816

CAWA No. 120
11th August 1944

Mr. George Xanthaky
UNRRA
1344 Connecticut Avenue
Washington 25, D.C.

My dear Xanthaky,

I have your letter of 27th July dealing with the question of the disestablishment of the Balkan Supply Centre and the negotiations with the military authorities at your end to secure the maximum participation by UNRRA in problems relating to distribution and finance.

I will refrain from detailed comment on the communicated upshot of your talks with Commander Jackson. You may take it that so far as the UNRRA Mission here is concerned we have scrupulously refrained from entering into any controversy on this subject or any other cognate subject; nor are the staff of this Mission addicted to personalities. As I have previously stated the cordiality of the relations between this Mission and the military and civil authorities in Cairo are surprisingly good and augur well for the future. Cairo, is, of course, a hotbed of gossip and we have not escaped a certain amount of criticism both as regards the apparent predominance of American personnel in our Mission and inevitable comparisons with the UNRRA salary scales. Many of the career diplomats have compared their own salaries with the salaries of UNRRA personnel and have found grounds for criticism in that their own remuneration is on a lower plane. Disparity between salaries of stenographers sent out from America and those paid locally has also excited attention both from the personnel themselves and from the journalists. These things are, however, no more than teething pains and are inseparable from the institution of an international organisation.

As regards your discussions with the military I enclose herewith a memorandum from Leo Gerstenzang on a subject which is causing him peculiar and particular difficulty.

As you will know the views of the British and American Embassies were invited as to the continuance of the Swedish-Swiss Commission. In submitting those views the British Embassy to Greece thought it proper that they should consult Generals Hughes and Sadler. In the result the consensus of view from these four quarters is to the effect that after arrival in Greece the Allied Commander, in agreement with the US and UK Governments, should fix the date on which UNRRA should take over from the Commission.

Quite

Quite clearly the British and American Embassies are entitled to their point of view, but we think here that the same view should not have been concurred in by AML (Balkans) without a prior word with us in our capacity of exclusive agents for relief distribution arrangements under the AML agreement.

Now that the view has been so expressed we think it is entirely wrong. Immediately UNRRA enters Greece one of its first duties will be to make contact with the Swedish-Swiss Commission and the task of assimilation and absorption may well be gradual and spread over a long period. In any case the question appears to be one entire between UNRRA and the Swedish-Swiss Commission and is not likely to be susceptible to the fixation of a specific date of take over.

During your discussions with the military authorities at your end we hope therefore that you will press our point of view. There is no longer any question that UNRRA will have the sole responsibility for distribution of relief supplies, and in the execution of that duty they will clearly wish, among other things, to work through the Swedish-Swiss Commission; but it is wrong to postulate as has now been postulated in diplomatic telegrams to Washington, that the Commission should continue to operate as at present until UNRRA is fully able to take over all its operations otherwise, apart from other troubles, there will be two operating agencies. The method of operation, the assimilation of the Commission's methods and staff, should quite clearly be a matter for mutual arrangement between the Commission on the one hand and UNRRA in its capacity of principal distribution agent on the other.

I think it well that you should also press that complete disclosure of relief plans should now be made to the Greek Government who are ready and anxious to begin discussions on policy with the British and American Embassies and UNRRA itself. It is dangerous to leave important questions of principle until after the liberation of Greece and there seems to be no valid reason for longer delaying tripartite discussions on the general policy which is to form the background for relief.

There is no room for doubt that we have, as you now have in Washington, working partnership arrangements with AML, but in the particular instance to which Leo Gerstenzang's memorandum refers, UNRRA Cairo feel somewhat ruffled that their views were not also sought and communicated, having regard to the important role which has now been assigned to them in the difficult task of relief distribution.

Yours sincerely,

(Sgd.) W.T. Matthews

CHIEF OF BALKAN MISSION

WTM:gmw

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UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
8, Sharia Dar El-Shifa-Garden City - Cairo
Telephone: 47816

August 9, 1944

To: Sir William Matthews

FROM: Leo Gerstenzang

I am reassured to note from Mr. Xanthaky's letter of July 27th that UNRRA-Washington continues to feel that UNRRA should have the sole responsibility for the distribution of relief supplies in the Balkans. Unfortunately, I am at the same time somewhat less than happy about the attached cable, which speaks for itself. I feel constrained to comment on its implications, and I will appreciate your forwarding this memorandum and a copy of the cable to Mr. Menshikov with your own comments.

It is unfortunate that this cable was dispatched without prior consultation with us. The Embassies and Generals Hughes and Sadler would have found us prepared to agree:

- (1) That "the most critical period for Greek relief distribution will be that immediately following German evacuation",
- (2) That UNRRA is not now (with our present staff) fully ready to undertake distribution and,
- (3) That UNRRA agrees that the organization and experience of the Swedish-Swiss Commission should be fully utilized.

Failure to consult UNRRA, however, before recommending a substantial deviation from the terms of the UNRRA-AML agreement, is a matter of grave concern to me. I had thought it a firmly established fact that UNRRA was to be the sole agent during the military period.

I am even more seriously disturbed, however, by the proposal in this cable that "The Relief Commission continue to operate as at present until UNRRA is fully able to take over all its operations". The proposal means in effect that UNRRA will be permitted to assume responsibility during the military period only when the military see fit. Consideration should at once be given to the desirability of negotiating an agreement between UNRRA and the Relief Commission whereby the work of the latter under its name would cease upon liberation, but its personnel and local organization would be absorbed by UNRRA. I feel certain that such an arrangement can be reached in advance, especially if the appropriate authorities will open to UNRRA the necessary channels. I might point out that there is no assurance that the Swedish-Swiss Commission will be staffed or

I would further emphasize that the present AML plan to turn over supplies and transport to the Greeks differs radically from the present operation of the Commission. The rational approach to the problem of how best to bridge the critical period is to ensure by preier negotiations that the Commission's work will not cease, and that it will be carried forward by UNRRA as AML's agent with the assistance of the Commission for so long as necessary. Indeed I would hope that the majority of the personnel of the Commission could be induced to stay on as members of UNRRA's staff, for I am sure they will all be needed.

(Sgd.) LEO GERSTENZANG

TELEGRAM

OUT

TO: FOREIGN OFFICE
FROM: BRITISH EMBASSY TO GREECE

No. 575 of 5/8
CYPHER INDIV

Repeated Washington No. 6, Resmed Freedom Caserta No. 12 Stockholm No. 4

Despatched 2400 hours 5th August 1944.

Your telegram No. 175 Relief addressed to Washington, and Washington No. 290 Relief.

Following are agreed views of British and American Embassies and of Generals Hughes and Sadler:

1. It is expected that the most critical period for Greel relief distribution will be that immediately following German evacuation, and may last from one month to several months. It is considered imperative that Relief Commission should continue to operate as at present until UNRRA is fully able to take over all its operations.
2. After arrival in Greece, the Allied Commander in agreement with the US and UK Governments should fix the date on which UNRRA should take over from the Commission.
3. In replying to the Seedish Government emphasis should be laid on appreciation of the Commission's work and on the importance attached by the Allies to its continuance during the transition period. The blunt notice in paragraph 2 of Washington telegram under reference implying that there will be no use for the independent operation of the Commission after liberation, should be avoided as suggesting ingratitude which might result in Commission suspending activity before UNRRA is physically in a position to take over its work.
4. Before replying to Swedish Government, it appears desirable to refer question to Greek Government, but our view is that the above is the only reasonable solution.
5. It is hoped that after taking over, UNRRA may be able to offer positions within its organization to some of the highly competent representatives of the Commission who might be willing to continue in this work.

Distribution:

Embassy (4)
Minister Resident
Colonel Curran

Sir W. Croft
Mr. Yates
Mr. Jackson

Sir W. Matthews
Maj.Gen.Hughes (AML)
Mr. Owen (C.E.W.A.)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, Sharia Dar El-Shifa - Garden City - Cairo

Telephone: 47816

Balkans

August 16, 1944
CANA 138

TO: Deputy Director General
Bureau of Areas
UNRRA, Washington

FROM: Chief of Balkan Mission

I am attaching a copy of Col. Brown's monthly Health Report for July, for transmission to Dr. Crabtree.

There is one matter referred to in the Report upon which some comment is necessary from me on behalf of the Balkan Mission. On page 6 under paragraph 12 "Trip to Algiers," Col. Brown says that "it has recently been learned, however, that AML does not wish any medical officers of any nationality other than British or American to take part in the Balkan operation under the army control." It is important to emphasize: (1) that this is not an official view of AML but only a quite unofficial statement of the Principal Medical Officer for AML Force (Greece), and (2) that this supposed restriction, in any case, only refers to the UNRRA medical officers who may be operating in the dual capacity which Col. Brown refers to in his paragraph 9 on page 5; i. e., as part of the AML functioning staff in the AML line of command, as well as part of the UNRRA staff.

Naturally, we are raising this matter most forcefully with AMHQ (Balkans), as UNRRA cannot admit of any such restriction for its own operations. The military authorities will of course insist on getting personnel, but that will only be from the point of view of security and not of nationality within the United Nations.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
8, Sharia Dar El-Shifa - Garden City - Cairo
Telephone: 47816

10 August 1944

To : Sir William Matthews, Chief of Mission
From : Lt. Col. W. E. Brown, Director, Health Division, UNRRA.
Subject: Monthly report - Health Division, July 1944.

1. Arrival of personnel. During the month of July the following personnel has arrived:

Wright. Lt. Col. Lamoureux, Sanitarian and Assistant to Colonel

Major Fittro, Sanitarian
Major Weber, Medical Officer
Dr. Kirk, Hospital Administrator - U.K.
Dr. Patterson, Medical Officer - U.K.
Dr. Sinclair Loutit, Medical Officer - U.K.
Miss Fletcher, Nurse
Miss Wolf (locally employed).

2. Assignment of personnel.

a. El Shatt.

(1) Dr. Dodd has been transferred from the position of Principal Medical Officer, El Shatt, to the office of the Director, Camps Division, where he is in charge of the medical work in the camps under the direction of the Health Division.

(2) Lt. Findlay has been appointed as Principal Medical Officer at El Shatt.

(3) Dr. Yoder has been transferred from El Shatt to Tolumat.

(4) Miss Kerze has been transferred from El Shatt to Cairo as assistant to Miss Arnstein but to operate in the office of the Director, Camps Division.

(5) Dr. Ruth Lomnitz (locally employed) has been temporarily assigned to El Shatt on the children's service.

(6) Miss Fletcher has been assigned as Nurse at the hospital at El Shatt.

b. Khatatba. Major Jacocks has been transferred from Khatatba to Tolumbat as Sanitary Officer.

c. Nuseirat. Dr. Patterson has been assigned to Nuseirat in charge of the medical work for school children.

d. Moses Wells.

(1) Miss Wolf has been appointed as Matron at Moses Wells.

(2) Miss Geller has been transferred from El Shatt to Moses Wells on the nursing service.

(3) Major Fittro, Sanitarian, has been assigned to Moses Wells to work on the sanitary problem.

e. Tolumbat. Dr. Yoder has been assigned to Tolumbat as Principal Medical Officer.

3. Meetings.

a. During the month of July various conferences were held with the AML staff at Maadi to discuss the medical and sanitary problems connected with the Balkan Mission.

b. The Greece Mission (UNRRA) has held numerous meetings with district directors to explain the proposed medical and public health plan for Greece.

c. The Greece Mission (UNRRA) has also been in constant consultation with Colonel Van Vlack, (U.S. Army), Principal Medical Officer of AML and Colonel Burke, Principal Medical Officer, AML (GREECE).

d. Various conferences have been held with Mr. Curtis of the Greek War Relief to discuss the proposed mobile medical clinics for land and water, to be used by the Greece Mission in Greece.

e. Captain Siegal, Military Aide of the Czechoslovakian Embassy in Cairo, has been in frequent consultation with the Health Division in arranging for the entry into Egypt of various Czechoslovakian doctors who will work in the camps in the Middle East.

f. Major Jacsik, Yugoslav representative, has been in constant conference with the Health Division in arranging the program for the care of the infants in the camp to be established at Tolumat. He has also had frequent conferences on the plan to centralize the care of wounded Yugoslav soldiers and to arrange for their rehabilitation treatment at the British Army Orthopedic Center near Alexandria.

g. Dr. Benau, physician to the Yugoslav Ministry in Cairo has discussed possible plans for medical relief work in Yugoslavia.

h. A conference was held with the Director of Medical Service (British Army), GHQ, MEF, by Colonel Ross (Director, Camps Division) and the writer on the possibility of the British Army supplying EPIP tents in place of the 130 lb tents which have proved to be most unsatisfactory in the camps due to the excessive heat and poor quality of the material used.

4. Supplies.

a. Mr. Norelli has visited all of the camps and has made a survey of the medical and sanitation supply situation in the camps. His report has been forwarded to Washington.

b. Various conferences have been held with the Supply Division and the Transportation Division to work out satisfactory procedures in regard to these two very important problems.

5. Refugee arrivals.

During the month of July very few new refugees have arrived. Information received from Army authorities at Algiers through Governor Cochran indicates that very few more refugees from Yugoslavia will be sent to the Middle East.

6. Measles epidemics.

The measles epidemic at Khatatba is over. Also at Nuseirat. However, during the month of July, more than 1500 cases of measles occurred at El-Shatt. Recent figures from El Shatt indicate that only eleven (11) deaths occurred in this outbreak.

7. Hospitals.

Hospital expansion at Khatatba has been carried on during the month of July. Owing to the fact that information has been received from Algiers that few, if any, additional refugees from Yugoslavia

will be sent to the Middle East, the proposed plans for a 1000-bed hospital have been held in abeyance. Unless there is an indication that more refugees will be sent to the Middle East, no new hospital will be built at Khatatba.

8. Permanent staff at the camps.

a. Continued effort has been made to replace UNRRA and Voluntary Agency staffs at the camps with permanent staffs.

b. The Sanitation Division has put into operation a plan to train opposites for each position in the sanitary work of the camps. These opposites are carefully selected refugees. The plan has worked out surprisingly well and it has been possible to remove a large number of Voluntary Agency personnel for special training in teams for the liberated countries and to replace such personnel with these refugees. As there have been a large number of applicants for these positions, it has been possible to do a considerable amount of screening and to train the most promising material. By the end of August it is contemplated that the refugees, so trained, will be able to take over the general supervision of the sanitary work and that such personnel will be on a permanent basis. Names and addresses of such trained refugees are being made as a matter of record so that they may be available for similar work in their respective countries.

c. With the assistance of the U.S.A. Typhus Commission, the Sanitation Division has trained approximately 500 Yugoslavs and Greeks in the use of D.D.T. as a louse eradicator. This includes both men and women. Again the names and addresses of all the individuals who have been trained have been taken so that they may be available for work in their respective countries.

d. The U.S.A. Typhus Commission has completed its training courses by taking its instructing team to the camps at Moses Wells and Nuseirat. It is also providing adequate D.D.T. powder for further instruction of refugee personnel.

e. A sanitary engineer has been assigned to the camp at Tolumat where the camp for very small children and their mothers is being established. Many sanitary improvements have been necessary. Due to scarcity of material and in view of the fact that the camp is still the property of the British Army, which requires that any change or alteration must be made by their forces as a charge against UNRRA, and at such time as they consider they are in a position to do the work, such sanitary improvements are seriously delayed. It is hoped that arrangements may be made for this work to be done by UNRRA personnel in order to save time.

f. Another sanitary engineer has been assigned to Moses Wells Camp and is giving general attention to the sanitary problems at that camp.

g. As Red Squill arrived by plane, a systematic rat eradication campaign has been inaugurated in all of the camps and has proved very satisfactory. This is a very important procedure in view of the fact that plague is endemic in the Middle East.

9. Plan for Balkan Mission.

The relation of the Medical Division of UNRRA to the Medical Division of AML has been somewhat clarified. It has been found that AML will be unable to supply more than eight (8) Medical Officers of all categories for work in the Balkans. On this account AML HQ has requested UNRRA to complete the medical establishment as shown in the original budget and to supplement this with additional personnel. The entire medical personnel of UNRRA will act in a dual capacity: (1) as part of the AML functioning staff; (2) as UNRRA staff. A report on this matter has been sent to the Office of the Chief of Mission to be forwarded to Washington.

10. Tuberculosis camp.

For several months efforts have been made to find a satisfactory solution to the problem of active Tuberculosis cases in the refugee camps. Great difficulties have been experienced due to the fact that few suitable locations are available. Very few countries want to admit refugees and still fewer are willing to admit refugees with active tuberculosis. Then again the problem of suitable climatic conditions increases the difficulties. Also adequate buildings and space for expansion are necessary.

Since Major Weber's arrival he has been investigating the convalescent camp at Nuseirat to determine whether or not it might be made available for TB patients from all of the camps. Major Weber feels that a better location than Nuseirat may be available at Hadera, 25 miles north of Tel Aviv. This is being investigated by Colonel Ross of the Camps Division and a decision will soon be reached on the final establishment of such a camp.

11. Camp for children.

A camp for children under 2 years of age is being established at Tolumbat under the direction of Dr. Yoder. It is planned that children, 2 years of age and under, will be sent to this camp from the other Yugoslav camps. Mothers of all the children, one year of age or younger, will accompany their infants. In the case of the other children the Yugoslav Committee will determine which mothers shall accompany the children and shall be responsible for the immediate care of the children in the camp.

Special kitchens will be set up to feed the children and to prepare adequate and suitable diets. The purpose of this camp is to, little by little, remove the younger children from the heat of the desert and to have them in a camp where climatic conditions are more favorable. The first assignment of these infants will be sent to the camp by the middle of August. Little by little the full number - approximately 1500 - will be sent to the camp.

12. Trip to Algiers.

The Medical Director went to Algiers the last week in July to interview French medical officers for work in the Balkans. A list of these officers was sent to Cairo by the Washington Office. Most of them are members of the French Army of Liberation. The trip did not prove to be satisfactory from the standpoint of interviews obtained. A letter had been written to Mr. Tixier informing him of the proposed visit and the desire to see these men. A telegram informing him of the time of arrival of the writer was sent in time for arrangements to be made for interviews. No such arrangements were made or attempted until after the writer's arrival. Two officers were seen, neither of these individuals speaks English and neither of them was interested in working in the Balkans. Each officer wished to work in France. Information about these men will be sent to the London Office.

Captain Gueron of the French Army was interviewed here in Cairo. He speaks Greek fluently and is interested in possible medical work in Greece. It has recently been learned, however, that AML does not wish any medical officers of any nationality other than British or American to take part in the Balkan operation under the Army control. This automatically eliminates the employment of any of these French Officers.

13. Medical Service.

Because of the fact that the Cairo agreement apparently made no provision for the care of UNRRA personnel in Cairo during the pre-military phase, it has been necessary for a medical service to be established to care for UNRRA personnel in Cairo. As civilian personnel at the American Legation, American Embassy, MESC and CEWA have also been refused medical service by the Army, a combination dispensary has been established by all of these civilian groups. The dispensary has been set up at the American Legation and UNRRA doctors together with Lt. Col. Hyde of MESC are taking turns in attending this dispensary daily for one hour. These medical officers also supply emergency call service outside of office hours so that all civilian personnel will be given access to proper medical service. In some instances medical and surgical cases can be sent to the Army Hospital at Camp Huckstep and in other instances such cases must be sent to the Anglo-American Hospital. To date the medical service appears to have proved satisfactory. It is, however, quite time-consuming.

The Medical Division is also arranging to do physical examinations of new UNRRA employees at the time of employment.

14. The Report of the Nursing Service for July 1944 is submitted herewith.

W. E. Brown,
Lt. Col., USPHS,
Director, Health Division.

Encl.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, Sharia Dar El-Shifa - Garden City, Cairo

Telephone: 47816

MONTHLY REPORT - NURSING SERVICE - JULY 1944.

Margaret G. Arnstein.

1. Personnel

a. Various personnel problems have again occupied a great deal of time this month. Four (4) persons who were interested in applying for work with UNRRA were interviewed. One has already been appointed.

b. Miss Papathanassiou starts work on August 1, and will be assigned to Nuseirat Camp, first to start a Nurses Aides course at that camp and later, probably, to assume the duties of matron.

c. Miss Wolf started work this past month at Moses Wells as matron.

d. Voluntary Society personnel arriving in this area, have as usual been interviewed before being assigned to camps.

e. One problem arose this month with one of the British Voluntary Society nurses. In spite of all our efforts we were not successful in adjusting this person to the requirements of the service and she resigned.

f. Conferences were held regarding the assignment of the ATS to El Shatt and Khatatba. It was ascertained that they had been assigned for a 3 month period which expires September 1st. It will probably not be possible to assign a new group to the camps. Therefore preparations will have to be made to take over the work the ATS are now doing.

g. A number of ATS have applied to be released from the Army and to join UNRRA. Arrangements were made to have their credentials sent over to me and to have them come in for an interview.

2. Uniforms and Camp Kits.

a. We have obtained British Army uniforms for outdoor use for our nurses and they have been issued to all UNRRA nurses. These facilitate travel though of course without any identification they are not very useful. We have tried to obtain UNRRA flashes and they have been ordered but have not yet arrived.

b. We have not as yet been successful in obtaining uniforms for the nurses to use in working in the hospitals and we have not sufficient coveralls for everyone. However, we have received word from Washington that ANC seersucker uniforms have been ordered and we trust that they get here soon as they are urgently needed.

c. We have been successful in obtaining camp kits, i.e. beds, bedding rolls, etc., for all UNRRA nursing personnel and these have been issued to the nurses in camps.

3. Refugee Camps.

a. Miss Kerze has been appointed temporarily as Director of Camp Nursing Services, and started work in the Cairo Office the 1st of the month. It has been an enormous help to have her here and we have shared the visiting in the camps this past month. In addition, of course, Miss Kerze has taken on most of the camp office work and has been able to do several things which we have had in mind for a long time, though she has only had a chance to get started as she went on leave July 24.

b. Nursing newsletters were started which we plan to send to the camps at least once a month and more often if there seems to be sufficient news to warrant it. A copy of the first newsletter is attached.

c. All the camps, except Nuseirat, were visited this month.

d. El Shatt. Measles has broken out in El Shatt and here, as in other camps, has been a very serious disease. However, we were in a better position as far as nursing staff was concerned to take care of the cases at El Shatt, than we were when we had epidemics at Nuseirat and Khatatba. All available nursing personnel or persons who were willing to nurse have been assigned to El Shatt this past month. For details on this epidemic, see separate report.

A number of conferences were held regarding the Yugoslav Red Cross nurses who are working at El Shatt. The necessary adjustments have been made regarding living conditions and hours of work and I think they are more contented now.

Training. We agreed at a committee meeting in Cairo to try and train fifty (50) additional nurses aides by September 1st. However, due to shortage of tents and kitchen facilities it was only possible to enroll a class of 25. It may be that another 25 can at least be started even though they have not completed their courses by September 1st. An advanced class was started for the Belnicarki and Yugoslav Red Cross nurses. This has been enthusiastically received.

e. Moses Wells. Miss, Wolf, the new matron, started her duties at Moses Wells this month and as they had been without a matron for over a month there was a great deal that needed to be done.

Another course for Nurses Aides has already begun and in addition to the 12 Moses Wells students aides were sent from Nuseirat for this course making a total of 19 students.

f. Khatatba. The main effort at Khatatba has been to find candidates for Nurses Aides courses. It has been extremely difficult to find suitable girls and there seems to be a very limited number who have had the necessary education, (4-6 years schooling). To date efforts have not been successful but we are continuing the search in a systematic fashion. Separate reports have been submitted on operational problems which have existed at Khatatba.

g. Tolumat. Plans went forward this month to transfer infants and young children to Tolumat. Miss Kerze visited the camp to estimate what the nursing needs would be and give assistance in planning. See separate report. Nursing personnel must be found for this camp which will not be easy as it will take some time for El Shatt and Khatatba to feel the effects of having the children removed because only well children are being removed and therefore the hospital census in these camps will continue at the same level until the sick babies recover and are moved. Once the pediatric wards have been emptied or reduced in size the nurses assigned to these wards in El Shatt and Khatatba can be transferred to Tolumat.

4. Plans for the Balkans.

Conferences were held with Miss Sowter, Chief Principal Matron, British Army, Colonel Burke and Colonel Richmond regarding the assignments of British Army nurses to AML.

Plans were made at these conferences to invite to Meadi all the QAs who had volunteered last year to go to the Balkans. This was done during the month and they were given explanatory talks by Brigadier King and the Chief Medical Officer of each of the AMLs (Greece, Yugoslavia and Albania). Even though, after hearing about the work they expressed a great deal of interest, only three (3) out of 11 volunteered for work with AML. The difficulty seems to be that most nurses have been out in the Middle East for almost four years and naturally are eager to get home.

Some time was also spent interviewing four more QA volunteers and explaining the AML program to them. I have been brought into this phase of the nursing program because no Chief Nurse has been appointed in AML and therefore Col. Burke and Col. McRae have asked me to assist them.

Plans for next month.

Visit Nuseirat and prepare the way for the present matron to turn over the job to the new appointee.

Miss Kerze will visit Tolumat which is opening August 10.

Miss Kerze will probably also visit El Shatt and possibly Moses Wells and Khatatba.

Work with AML on Balkan plans.

(Signed)

M. G. Arnstein

Number 1
July 10, 1944

UNITED NATIONS RELIEF AND REHABILITATION
ADMINISTRATION

News about Nursing in the Middle East

Therese Kerze, formerly Director of Nursing at El Shatt, has assumed her new work as Director of Camp Nursing Services. Frances Frazier has been appointed to the post at El Shatt.

Headquarters in Washington, D. C., have informed us that seven nurses (American and Canadian) are awaiting transportation to this area.

The London Office of UNRRA has sent word that seven nurses from the United Kingdom have been appointed to UNRRA, and are ultimately due to arrive here.

Fifty members of voluntary societies have arrived from the United Kingdom. We are fortunate to find that there are two graduate nurses (sisters), three nurses aides, and several others with some nursing experience.

Mrs. Margaret Perry arrived at Camp Khatatba on July 1st to assume her new duties as Matron. Mrs. Perry is a Canadian, received her training in the States, and is married to a British officer.

Bolnicarke Groups I and II - numbering 34 celebrated the completion of their Basic Nursing Course at Camp at El Shatt on June 26th. A selected group of these will begin an advanced course under the supervision and instruction of Ruth Faust.

The British Army Nurses assigned for a three week period to the refugee camps are:

Sisters - O'Connell, Conway, Rigby, Teovie
Sisters - Florman, Farrow, Calvert

to Khatatba
to El Shatt

Miss Antoinette Wolf has been appointed Matron at Moses Wells. She is of British parentage, born in Corfu (Italian domination) and has spent most of her nursing career in Greek hospitals. She replaces Mrs. Penelope Kalergis, who has resigned.

El Shatt is having an epidemic of measles. A temporary hospital was set up in one of the large auditorium buildings containing 260 beds. If necessary another similar building will also be utilized. Some voluntary society personnel has been released from other duties to assist.

Balkan

May 29, 1944

To: Mr. Menshikov
E. F. Hendrickson
H. R. Jackson ✓
A. H. Feller
A. Heckman
H. E. Caustin

From: George Xanthaky

Attached is a copy of a letter and memorandum received from Mr. Leo Gerstenzang, Deputy Chief of the Balkan Mission, Bureau of Distribution and Transport, dealing with the subject of UNRRA uniforms. I think you will find that his recommendations coincide with the decisions enumerated in Mr. Caustin's memorandum of May 22nd summarizing the results of the meeting on uniforms with Governor Lehman.

In accordance with that memorandum, might I suggest that the Bureau of Supply take the necessary action on points 1, 2, 3 and 4 of the Gerstenzang memorandum. Mr. Feller will undoubtedly wish to consider the necessary action on point 5.

gx

Attachment

American Legation,
Cairo, Egypt
May 1, 1944.

Mr. Mikhail A. Menshikov,
Deputy Director General,
Bureau of Areas,
United Nations Relief and
Rehabilitation Administration,
Washington, D. C.

Dear Mr. Menshikov,

I am sending you herewith a memorandum on the question of uniforms for UNRRA personnel, which Mr. Matthews has asked me to forward with his approval. A cable on the same subject and based on this memorandum is being sent to you from here today, but I believe you will find this more detailed information of assistance to you in analyzing the whole problem.

Sincerely yours,

Leo Gerstenzang
Deputy Chief of Mission

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

American Legation
Cairo, Egypt

April 25, 1944.

To: Mr. Matthews
From: Mr. Gerstenzang
Subject: Uniforms for UNRRA Personnel

With the assistance of Mr. Patterson, I have given further thought to the question of a suitable uniform for UNRRA personnel, and I submit for your consideration the following information and recommendations, based on conversations with Lt. Col. Wishard, QAE2, GHQ, ME, Major Houghton, Quartermaster Section, USAFME, Squadron Leader Bartram, RAF HQ, ME, and the British American Officers' Shops in Cairo.

All types of summer uniforms are available in sufficient quantities to outfit all our personnel, whether enjoying officer status or not, and to provide adequate replacements when needed. Supplies of khaki drill in the Middle East are ample, and either the American or British uniform, from the standpoint of supply, can be safely adopted for our personnel.

Supplies of winter equipment are likewise available here in sufficient quantities to outfit all our people, except in the case of RAF grey-blue. Squadron-Leader Bartram and the officer at the British Officers' shop both informed me that supplies of this material have always been short in this area, and the situation is growing worse rather than better. While it might be possible to outfit that part of our staff which will not enjoy officer status, even for their replacements would be uncertain. It also seems reasonable to expect that the RAF material or clothing would be even more difficult to obtain in the Balkans, unless we provide for it in advance.

It is difficult to recommend a uniform which will please all members of a staff composed of many nationalities. The American uniform is admittedly made of better material, although the cost reflects the difference. The British uniform is already being worn by the voluntary society personnel recruited by Merra from the United Kingdom, and they are also already equipped with battledress for winter. I see no compelling reason why British personnel on the UNRRA staff cannot wear British uniform and Americans the American, with other nationals wearing their choice of the two and if a clear UNRRA identification badge or shoulder

insignia can be designed for use by all, personnel coming from the U.S. could be equipped there, and those coming from the U.K. there,

If it must be one standard uniform for all, however, the American is the best from the standpoint of durability.

There is much to be said for the adoption of a distinctive UNRRA uniform different in color from the army khaki, thus enabling UNRRA personnel to be recognized readily. If Washington is prepared to design such a uniform and make available sufficient supplies of it in this area in time to equip UNRRA personnel for the coming winter, it is recommended as the best solution of the problem. A blue color something like the present RAF uniform might be the most suitable, with grey as an excellent alternative.

Particular attention ought to be paid to the problem of designing a satisfactory emblem or badge to be worn on the UNRRA uniform, no matter what type of color is adopted. It is understood that an UNRRA seal has been designed in Washington, which might be adapted in metal to provide a distinctive badge to be worn, in different sizes, on the shoulders and on the front of the Uniform (e.g. on the lapels of the blouse or the collar points of the shirt.) A distinctive UNRRA cap for both summer and winter should also be considered by Washington, and should present no serious problems of design or shipping to this area.

To sum up, I recommend: (1) For summer, UNRRA personnel be permitted to choose the British or American Khaki drill uniform, with UNRRA shoulder flashes until UNRRA insignia can be made available by Washington: (2) For winter, a distinctive UNRRA uniform would be best, if Washington can design and make it available in sufficient quantity: (3) If Washington says no to (2), I recommend for Winter that UNRRA personnel choose between the British and American winter uniforms. (4) A distinctive cap and insignia should be designed and shipped by Washington for both summer and winter. (5) Before any decision is taken on these recommendations, the appropriate military authorities in this area should be consulted, because it is possible that UNRRA personnel will be required to wear some one uniform. This would mean that both British GHQ and USAFIME should be asked to approve these recommendations or issue definite instructions to us, from which we can appeal to London and Washington if we are not satisfied.

Information is available as to the prices of the various types of uniforms, and a scale for original issue of each can be easily prepared when necessary. Officer-status personnel should be granted a uniform allowance, and other-ranks personnel can be issued the needed equipment by either the American or British Army against repayment by UNRRA with replacements to be charged against the salary of the individual by UNRRA, or issued at UNRRA's expense as needed to the voluntary society personnel.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

c/o American Legation

Cairo, Egypt

May 11, 1944

To: Mr. Michail A. Menshikov
Deputy Director General
Bureau of Areas, UNRRA

From: Mr. Matthews, Chief of Mission

Subject: Transmission of monthly report, Health Division - 4/44

Forwarded herewith monthly report submitted
by Lt. Col. W. E. Brown, Health Division,
for the month of April 1944.

* * * * *

8 May 1944

To: Menshikov and Crabtree

From: Brown

Subject: Report - Month of April 1944

A great deal of progress has been made during the month of April 1944. The visit of Governor Lehman has helped to clarify certain of the problems as regards personnel, functions and operations. We feel we are beginning to see light and that we are in a better position to cooperate with the different agencies, set up before our coming to Cairo. A general summary will be given of the work done during the month.

1. Sanitary accomplishments. As Colonel Wright is in Syria, I will give a brief report of his accomplishments during the month.

a. Colonel Wright was instrumental in helping us obtain three (3) nurses from the United States Army, stationed here in the Middle East. As it has been noted in Miss Arnstein's report, these nurses have been assigned to the El Shatt Camp and have been a great help in meeting the acute nursing shortage at that camp.

b. Colonel Wright has also been successful in obtaining cooperation and help from the USA Typhus Commission. The Commission sent a team to our camp at Khataba to disinfest new refugee arrivals. The refugees in this camp come from Yugoslavia via Italy. It happened to be unnecessary for the Typhus Commission team to disinfest the refugees, arriving on that day. They had received D.D.T. disinfection at the port of embarkation. However, a demonstration of the method of disinfection by blowers was given to the camp personnel, using some of the native laborers as subjects.

c. Colonel Wright has been assisting in the re-organization of the sanitary program at El Shatt. He has had various conferences with Captain Duff, the sanitary officer in charge, and Major Aldridge. They have set up a slightly modified sanitary program. He has also sent Major Aldridge to El Shatt to work with Captain

Duff. I would like to add, in passing, that Major Aldridge has taken hold of the work with a great deal of enthusiasm and is already helping to improve the sanitary conditions.

d. Colonel Wright is trying to obtain some sanitary supplies through the United States Army to help in fly and insect control in these camps. This type of work is very badly needed.

e. I have already sent you an account of the typhus training program to be set up in these refugee camps by the USA Typhus Commission in cooperation with UNRRA. Colonel Wright helped very much in bringing this about due to the fact that he knows all of the members of the Commission and they hold him in high regard.

2. NUSEIRAT. Miss Arnstein and I made a trip to the camp at Nuseirat, which is located in Palestine. It is an overnight trip by rail. As Nuseirat is not very far from Jerusalem, we went on to Jerusalem in order to take up the matter of obtaining refugee doctors and nurses from Palestine for work in the refugee camps in Egypt and Palestine. Further report of this part of the trip will be given in a subsequent paragraph.

a. The Nuseirat Camp has about 8,000 Greek refugees. The camp itself is one previously occupied by the Australian troops and later by Polish troops. It has good hospital buildings and hospital equipment. There are about ten (10) hospital buildings with a capacity of approximately 300 beds.

b. Hospital administration and hospital medical work are done by Greek Army Officers who may be withdrawn in the near future. To meet this condition, a British surgeon (civilian), has recently been engaged by MERRA to take over the hospital in its entirety. He will have, assisting him, a group of Greek civilian doctors. Little is known of Dr. Cuff's ability as a physician or administrator. For the time being he will be the officer in charge of the hospital.

c. The nursing situation at the hospital is explained in Miss Arnstein's report. It is wholly inadequate. At the time of the visit a British Matron - Sister Milnes - was the only trained nurse connected with the hospital. The rest of the nursing staff were Nurse's Aides trained in our refugee camps at Moses Wells or elsewhere.

d. The medical work in the camp is in charge of Dr. Ruth Parmelee of the Near East Foundation, who has worked in Greece for a great many years. She is assisted by nine (9) Greek civilian doctors with various degrees of medical training. In addition to the Greek doctors, a Doctor Mills from the Friends' Ambulance Unit is the school physician working on medical problems in the school and on child welfare problems. Dr. Parmelee has established nine (9) medical institutes - British term for medical dispensaries - These are scattered about the camp; in general these are medical, surgical, pediatric and dermatological clinics. Dr. Parmelee works in close cooperation with Miss Willms, a trained Nurse in charge of all nursing outside of the hospital.

e. Both hospital and camp medical services labor under great

handicaps due to shortage of supplies and equipment. This state of affairs appears to exist in all camps. We hope to be able to remedy it in part by obtaining some of surplus drug supplies from the Middle East Supply Center.

f. We would like to know whether Washington plans to send supplies for refugee camps in such instances where the British Army says it is impossible to supply certain essential drugs. We understand that the British Army is responsible for medical supplies at this time. However, when medical supply officers of the camp ask for certain supplies, the supplies are either not forth-coming at all or are obtained in very inadequate amounts with explanation on the part of the British Army that the supplies are not available. It is quite impossible for medical men in desert refugee camps to give even the minimum of medical care without medical supplies, and we must in some way meet this situation.

g. In the short time of my visit at Nuseirat, certain definite situations were apparent as regards the medical and sanitary problems. First, someone with good medical training, tact, and judgment will have to go into the camp and help re-organize the medical administration. I think I am safe in saying that everyone agrees that neither Dr. Cuff nor Dr. Parmelee can handle the complete medical and sanitary problems of the camp. We are therefore sending Colonel Dodge to the camp with instructions to study the situation and to work temporarily with the two doctors. In my conversations with Dr. Parmelee, who made a recent visit in Cairo, I prepared her for the fact that a new person would be assigned to the camp temporarily to help re-organize the entire medical and sanitary program. She was quite agreeable to the coming of Colonel Dodge and, I believe, will cooperate in every way. While this is not the ultimate solution of a Senior Medical Officer for the camp, it will for the time being, I hope, at least start the camp on its way to a better program. I am also hoping to send Major Aldridge at a later date to give more attention to the sanitary problem, which also is somewhat acute in that camp.

3. JERUSALEM.

a. After a three (3) days visit at the camp, Miss Arnstein and I went on to Jerusalem to interview the British Army medical authorities and the Secretary of the Jewish Medical Society regarding possible doctors and nurses for our refugee camps. One of the problems that we have to meet in connection with the refugee camps is the establishment of a more or less permanent staff. The medical and sanitary staffs at all of these camps are, as you know, working there for the time being as part of their preparation for later work in the Balkans. That means we must, little by little, provide a staff to take the place of these individuals, when they leave for the Balkans. We are therefore trying to recruit from the refugee group in Palestine such individuals as may be qualified to take over the medical and sanitary work at the camps. We are attempting to draw from this group because in most instances such individuals are not eligible for work in Greece and Yugoslavia. I give you this explanation so that you may understand the purpose of our visit in Jerusalem.

b. While in Jerusalem we interviewed Dr. Rokark who is the

representative of the Jewish Medical Society in charge of placing refugee doctors. We also interviewed the Commanding Officer of the British Army Medical Services in Jerusalem, because all of the personnel recruited must be passed by the British Army for security reasons. The British Army gave us a list of doctors whom they considered available both from the standpoints of security and availability. When we came to discuss the matter of individual doctors with Dr. Rokark, we found that he had somehow gained the impression we were trying to enlist doctors and nurses who had been ear-marked by the Jewish Relief Agency for volunteer service in Greece or Yugoslavia. As a result of this impression he had arranged a meeting for Miss Arnstein and me with members of the committee working on relief teams to operate in the Balkans.

c. We soon made it clear to this committee that we had no intention of trying to obtain any of that personnel; that, as a matter of fact, what we were interested in was medical and nursing personnel that would remain in refugee camps after our personnel had withdrawn; that this personnel would remain in the camp under our supervision until such time as the refugees had returned to their countries.

d. We soon learned that no nurses were available in Palestine; that the nursing personnel shortage was quite as critical there as in other parts of the world.

e. The conference with these men, so far as obtaining information on available medical personnel was of little value. It did, however, give us opportunity to meet the men who were working on the problem of teams for Voluntary Agencies.

f. Our best information in Jerusalem was obtained from a member of the British Army who, as matter of fact, is the Commanding Officer at the El Shatt Camp. He was visiting in Jerusalem at the time and gave us information of great value about the obtaining of physicians in Tel Aviv and Haifa which are towns near Jerusalem. By the time we acquired this information, it was too late for us to go further in investigating medical prospects in those two cities, but we have found an avenue of approach to the problem. We may later visit these two towns better prepared to obtain medical talent.

g. While we were in Jerusalem we had the pleasure of meeting and of having cocktails with Lady MacMichaels. She is the wife of the British Governor in Palestine, and is also the President of the British Red Cross. We were given a letter of introduction to her and discussed with her the problem of obtaining nurses from that part of the country. It was a pleasant afternoon from a social standpoint but she was not in a position to give us much information about nurses. She agreed that the scarcity of nurses was acute in Palestine as it is in Cairo.

4. Voluntary Societies. During the month, Miss Arnstein, Colonel Wright, and I have been attending the regular meetings of the Cairo Council of Voluntary Agencies. This is a group of representatives from the various Voluntary Agencies that meets weekly to discuss problems related to Volunteer Society personnel. I think I am safe in saying that our relations with these Voluntary Agencies have

been very pleasant. We are anxious to cooperate in every way with this group, but of course the final decision regarding medical and sanitary problems must rest with us. We are glad to have them suggest personnel assignments, which this office will pass upon. I think, we are succeeding in developing this point of view without friction and without any feelings of resentment. To us this is most important as this group secures the personnel we have to use at present and will use during the first phase. We are anxious to weld this group into an efficient, cooperative and helpful organization.

5. Middle East Supply Center (MESC). Colonel Wright and I have been attending meetings of the Middle East Supply Center. I am not absolutely sure of the origin of this group but it is composed of individuals from the United States Army, British Army, Lend Lease and other interested groups who are apparently controlling all kinds of supplies in the Middle East.

Colonel Wright and I are called upon as occasion demands to express our opinions regarding various problems of supply.

Colonel Wright is much more familiar with the problems of the Middle East and the Balkans than I am and he has offered many very valuable suggestions at these meetings.

It is important for us to be in close touch with this group because supplies are a major problem with us. I think we may be able to get some much needed supplies through this organization.

6. Colonel Reekie's visit. You have already received the letters having to do with Colonel Reekie's visit here in Cairo. In passing I want to say that Colonel Reekie had many very helpful suggestions and ideas that we are trying to carry out as best we can. We will keep you informed of the results of these efforts.

As I indicated in my letter to you, which accompanied the report from Colonel Reekie, certain changes have been necessary and certain explanations had to be made. We are now in the process of attempting to set up teams and to iron out the little difficulties that arise when sudden changes of plans are made.

We must all take into account the fact that the British Army in Cairo had set up a general plan for the Balkans campaign before we arrived. This plan contemplated the use of the Voluntary Agencies under direct military supervision. Our suggested changes in composition of teams quite naturally disturbed the British Army somewhat because it meant a re-adjustment of other plans to suit the change. However, with the give-and-take attitude on the part of all of us we are gradually integrating the new team organization into the British plan.

7. New Arrivals. As you know Colonel Dodge, Colonel Sappington, Majors Zuger, Aldridge, and Benning have arrived.

a. Colonel Sappington has been doing a very good job at El Shatt where he is substituting for Dr. Dodd. The latter is sick in a U.S. Army Hospital at the moment. Dr. Dodd should return to work within the next two weeks.

b. Major Aldridge has been doing a great deal of work, as I have already indicated, at El Shatt.

c. Major Zuger went to El Shatt to work on the infant and child welfare program but suffered an attack of trench mouth and returned to Cairo for treatment. He has returned to El Shatt for further work.

8. Nursing report - Nuseirat Camp - written by Miss M. G. Arnstein.

a. Present situation. The nursing shortage at Nuseirat at present is acute. In fact, there are only two fully trained nurses in the camp which has a population of 8,000, and a hospital of approximately 300 beds. The hospital was originally a British Military Hospital, and the nursing staff consisted of British Army nurses. More than two months ago, it was taken over by the Greek Army and the nursing staff consists only of thirteen refugees who were trained at Moses Wells, but there is no supervising nurse. At night only one of these nurse assistants is on duty in the whole hospital in spite of the fact that the five wards are in five different buildings quite widely separated.

The present staff in the camp consists of Miss Willms, an American nurse who was director of a school of nursing in Greece before the war, and a British Army sister - Miss Milne - who has recently arrived. There are also six Greek V.A.D.'s who have been recruited in Alexandria and have had some Red Cross training. The present group is to be in camp only a few weeks. There are in addition three FAU men who assist with the medical work in the MI clinics, and in the eye clinic. The present program in camp consists of finding and treating scabies cases, finding eye cases, and for the past few weeks a great deal of time has been spent in following up contacts of measles cases.

b. Plans for the future. It is planned that the British sister will be in charge of nursing in the hospital, and it is felt that the following additional personnel will be needed.

- 1 Assistant Director of Nursing
- 6 Supervising Nurses (1 for each ward and the operating room)
- 1 night supervisor
- 1 assistant for the camp work

Twelve nursing assistants are expected from Moses Wells so that these will make a total of 25 nursing assistants which should be sufficient to take care of the hospital, and possibly also some work in the camps. It has been agreed that the next group of V.A.D.s will be assigned "permanently" to camp.

Miss Willms and Dr. Parmelee both think that it would be perfectly possible to recruit refugees for a nurse-assistant course and to train them at Nuseirat rather than sending them to Moses Wells, as they have done up to now, once qualified supervisors are in the hospital.

c. Source of personnel needed. Several British nurses have arrived from England as part of the voluntary society group. Two

or more of these can probably be assigned to this camp. In addition it may be possible to assign one or two of the group coming from America that had originally been planned for El Shatt. Apparently none are available from Palestine.

9. Nursing report - April 1944 - written by Miss M. G. Arnstein.

a. Refugee Camp - Nursing Service. The shortage of nursing personnel in El Shatt became more acute this month because the four British Army nurses were withdrawn and at the same time the camp census was increased by the arrival of 5,000 more refugees. In order to meet this situation negotiations were carried on with the American Army and three (3) Army Nurses were temporarily assigned for three weeks. It was agreed that at the end of this time their assignment might be extended or three others might possibly be assigned. This is to be discussed at the end of the three week period.

Five nurses and five nurses aids from British Voluntary Agencies were ready to start work this month and they have been assigned to El Shatt, Nuseirat, and the new Yugoslav camp that has just opened at Khataba.

We are still terribly short of nurses, the present personnel are badly overworked and in some instances the patients are not getting nursing care that could even be considered minimum. (See separate report on El Shatt by Miss Kerze).

b. Plans for the Balkans. Colonel Burke reported that the medical directorate had approved the use of UNRRA nurses in the Districts and Regions to work under the director of A.M.L. Medical Officers. A cable was sent to UNRRA in Washington asking for this personnel.

c. Uniforms. Attempts have been made to obtain American Army nurse seersucker uniforms for UNRRA and Voluntary Agency nurses for their work in hospitals and clinics. This matter is still waiting policy decision.

Quinn

May 25, 1944

CONFIDENTIAL

To: Mr. Menshikov
Mr. Xanthaky

From: Hugh R. Jackson

I enclose for your information and such attention as you consider desirable, the attached letter from Mr. Archer. I am sorry that Mr. Archer is directing these communications to me and I assume that the letter which Mr. Xanthaky drafted recently will set him straight on this score. In any event, this is for your files and such action as you see fit.

HRJ:LD

Copy of a Confidential and Personal letter dated May 18, 1944 from Laird Archer.

I enclose a copy of the "Most Secret" minutes on the meeting held in the War Room of British GHQ May 10, as forecast in my previous letter to you which enclosed likewise a copy of Matthews' letter asking me to attend and giving the Terms of Reference. You will note that General Hughes outlines the purpose of the meeting as that of bringing together the various experts, military and civilian, representing the agencies responsible for supply and relief, in order that he might receive informal advice and guidance in his task of planning. There was no special discussion as to the regularity or wisdom of such a meeting and no vote was taken, but note that the minutes show agreement to hold further meetings, and we now have the notice (copy enclosed) of the second meeting, which Matthews has sent on to me, indicating that I am to continue representing UNRRA at the meetings.

You may find my report on the personnel situation, included in the minutes, as rather optimistic in view of the later word that our relationships with private agencies had fallen through, insofar as recruitment of large groups of voluntary society personnel is concerned. Attached is Mrs. Beveridge's effort to summarize the personnel situation which reflects an attempt on our part to put this situation in as favorable a light as possible, in view of the fact that we understand that Mr. Lendis has communicated his views to Washington that in view of the evident delay in UNRRA's organization and enlistment of personnel, the Balkan Supply Center should be given consideration as the agency to supervise the collection of farm products, etc., during the Military period.

The Terms of Reference which we have now received on the Balkan Supply Center, a copy of which is also enclosed, seem to give the impression that there will be some time yet before UNRRA will be able to function.

There has now been formed a new coordination service with which you are no doubt familiar, made up of representatives of the U.S. Bureau of the Budget and a representative of the British Treasury, to advise Mr. Lendis and the Minister Resident, among other matters, on the correlation of activities of Anglo-American agencies with other national and international agencies concerned with relief and establishment of normal economy in the Balkans, both during the Military and the post-Military periods. I am enclosing a copy of the Minister Resident's communication to UNRRA on the subject of this new coordinating effort which may quite well represent a new approach to the question of whether or not there should be a reconsideration of what we had understood to be a more or less firm understanding on the part of the Military that the Balkan Supply Center would not be necessary in the Balkans during the Military period.

We seem to be in a period of never ending readjustment which recalls the early days of Near East Relief, the initials of which, its personnel used to say, referred to the previous phrase.

P.S. You will note that the stock-piling position, as reported in the minutes of the Balkan Affairs Sub-committee, is most discouraging, particularly from the standpoint of clothing, seeds*, and proteins, and further, that no procurement or earmarking has been authorized for work stores or transportation stores. The transportation situation in general makes it most important that any assistance on the part of UNRRA or private agencies in the purchase of small craft in the U.S. would be most valuable.

*New cable today gives encouragement to expect procurement of seeds during Military period.

C O P Y

SECRET

MINUTES OF A MEETING HELD IN THE G.H.Q. WAR
ROOM, ONEY PILLARS, AT 1700 HOURS ON
WEDNESDAY 10TH MAY, 1944.

Present:

Major-General I.F.P. Hughes (in the Chair)

Commander R. A. Villiers, RM
Brigadier G.B. Hutton
Brigadier R.A.F. Eve
Brigadier T.J. King
Brigadier K.V.B. Benfield
Colonel H.G. Curran
Lieut-Colonel L.J.M. Bailey
Wing Commander J.C.S. Ahern
Mr. E. R. Vanner
Mr. H. Stenbock
Mr. S. Simonds
Mr. C. E. Yates

Colonel G. H. Hall
Lieut-Colonel J.B. Breckenridge
R.M. Mr. L. McVeagh
The Hon. J. Landis
Mr. H. A. Hill
Mr. R.G.A. Jackson
Mr. C.L. Levison
Mr. Laird Archer
Mr. N. Balliol Scott
Mr. J.D. Linebaugh
Major R.M. Matheson) acted as
Squadron Leader H. Ault) Secretaries

1. OPENING REMARKS

Major General HUGHES said that the meeting had been called to consider problems affecting supply and relief for the Balkan countries. It was proposed to hold further similar meetings at regular intervals, should it be agreed that this was desirable, and their object in general would be two-fold. Firstly, to bring together the various experts, both military and civil, representing the agencies responsible for questions of supply and relief in order that he might thereby receive informal guidance and advice in his task of planning. Secondly, to put before those interested the situation regarding the state of planning and supplies as it developed from time to time.

2. ORGANISATION AND PLANNING FOR BALKAN COUNTRIES

Brigadier EVE outlined the existing organisation for the execution of relief plans during the period of military responsibility. This consisted of the Allied Military Headquarters (Balkans) which controlled three Allied Military Liaison Staffs for each of Greece, Albania and Yugoslavia. It was also responsible for considering Bulgaria, Roumania and Hungary, but there had been no decision regarding the policy to be adopted towards these countries and consequently no planning had been undertaken.

AM HQ (Balkans) came under Command of Commander-in-Chief MEW and were responsible through him to the Supreme Allied Commander, Mediterranean Theatre and to the Combined Civil Affairs Committee in Washington. They also worked in closely with UNRAFIN and with UNRRA.

As regards US participation, he understood that Washington had now approved the inclusion of a total of 63 officers in the whole establishment, and it was hoped that these would soon be available.

Brigadier WVE then outlined briefly the nature of the planning for Greece, Yugoslavia and Albania, and the state of readiness in respect of each country. He pointed out that planning for Greece was the most advanced and also that owing to the special circumstances it was intended to give a greater measure of assistance to Greece than to the other countries. He emphasized that they were hampered by lack of a clear financial policy and much of their detailed planning and method of operation would depend on this. This question was at present being discussed in London by Sir Francis HUMAN.

Major General HUGHES, in reply to a query by Mr. LANDIS, stated that the American officers would come in on the supply and relief side on a 50/50 basis and would all hold positions at the higher levels. Though numerically they would be less, they would share equal responsibility.

Mr. LANDIS asked how far AN HQ had considered the supply possibilities of the countries themselves when preparing their estimates. He pointed out how experience had shown the importance of developing the internal economies of countries and asked whether any provision was being made for advising and assisting the local administration in the collecting and distribution of indigenous supplies.

Major General HUGHES said that all their calculations had been based on estimates of the internal capabilities of the countries. AN HQ had itself no organisation for controlling the distribution of internal supplies and would rely largely in this respect upon the competence of the local authorities. He agreed that the question of internal production of supplies was a vital problem.

3. PRESENT SUPPLY SITUATION

Brigadier KING stated that the channel of procurement for supplies was from AN HQ (Balkans) through GHQ to the War Office to the Combined Civil Affairs Committee. The War Office had recently instructed that the channel in future should be GHQ to ASHQ to CCAS, but ASHQ had not agreed to this and the matter had come up for decision by Combined Chiefs of Staff. He pointed out that the CCAS was the body that authorises the scales of supply whilst the procurement authority was the Combined Boards.

As regards stockpiling, the War Office had originally authorised two months supply of foodstuffs to be held in the Middle East and six months for the majority of other items. The CCAS had now authorised 42 days supplies of food and no decision had yet been given regarding other commodities. The actual position was then outlined. (See Appendix).

Brigadier HATTON explained that 42 days was the estimated minimum period between the time when the relief plan was put into operation and direct shipments to Greece could arrive. They had not considered it sound to plan on the basis that direct shipments should arrive simultaneously with the exhaustion of the original stocks, and had accordingly pressed for a 60 days stockpile.

Mr. LANDIS said that there were various supplies available in the Middle East which were intended primarily for use in the Middle East. Would it be possible to use these in emergency for the Balkans? He suggested that, in order to have this cut and dried, advance clearance of action to divert these supplies should be taken by those responsible. For example, it might become necessary to use part of the emergency reserve of medical supplies.

Brigadier HANTON said that all supplies in the Middle East were intended to meet specific contingencies. It was not possible to say whether these could be used until the time came, but everything possible would, of course, be done to meet any emergency.

Mr. JACKSON said that on the British side there should be no difficulty about using, e.g. medical supplies. He suggested that action to regularise this from the Lease/Lend angle should be taken.

Mr. LANDIS suggested further that AM HQ should work out in advance what supplies of clothing would be available from stocks held by the voluntary societies, and arrangements made to utilise them accordingly.

Mr. HILL said that in USA there was an organisation which collected old clothes for Greece. A number of these had already been shipped to Greece but the authorities were unwilling to send supplies to Middle East lest they should be used for refugees.

4. PERSONNEL SITUATION

Mr. Laird ANCHER reported that there were already 280 professional personnel appointed or earmarked for UNHRA, of which 140 were experienced, the remainder being voluntary personnel. There were also available 185 in USA and 50 in UK, and a further 120 applications had been received which were considered as good. Thus the personnel situation was not so bad as might have appeared.

Colonel HELLAN stated that the question of American Service participation was not yet entirely clear, though it was hoped that this would shortly be the case.

5. THE MEETING:

- (a) Took note of the above discussion.
- (b) Agreed to hold a further meeting on WEDNESDAY 24TH May.

STOCKPILING POSITIONFoodstuffs: Approximate position regarding stockpiling in MW of main items:

Grain or Flour	7 weeks
Fats, Canned Fish, Dehydrated Soup	nil
Canned Meat	2 weeks
Sugar	All (Note: Quantity reduced by CCAG from 14,000 tons to 5,300 tons)
Pulses	2 weeks
Cheese	3 weeks
Milk in terms of Liquid Milk	All (but demand reduced by CCAG from 38,000 to 24,000 tons liquid milk)
Coffee	All (Note: Demand reduced by CCAG from 2,888 tons to 780 tons)

Other Items:

Clothing and Footwear	nil
Blankets	nil
Soap	nil
P.O.L.	All, but NOT authorized by CCAG
Seeds, Insecticides, Fertilisers, Agricultural Equipment, Binder Twine	Nil (Note: Spring allotment only approved but no procurement authorized. WO is willing to permit purchase of seeds up to the total of spring tonnages.)
Veterinary Supplies	nil
Medical Supplies	The bulk of drugs and dressings, with certain important exceptions, are stockpiled but no hospital equipment has yet arrived. WO asked to double the quantities of drugs and dressings, but not approved.
Refugee Centre Stores	nil
Works Stores	28,000 tons out of 32,000 tons) NO pro-
Transportation Stores	17,000 out of 26,000 tons) current
) or earmarking authorized.
Coal	NO stockpile but sufficient for first "cushion" (30,000 tons) requested.

Calcutta

Authorized
Policy
Present situation

Ambulances - Nil (out of 111 only 4
advised as available)

MW Vehicles in terms of lift

150 - approx 100 tons capacity each
Purchase 100; Construct 50
Purchased 48; under construction 50
(2 will be launched in about fortnight);
available in Sea Transport Service 10;
available from Services Forces 8; Total
116; purchases being proceeded with if
possible up to total of 150.
4,630 tons asked for - 1,988 tons avail-
able by July (out of original WO allot-
ment) but NOT approved by CCAG. Have
asked for 900 3-tonners to provide bal-
ance of lift-WO advised "Not available"

SECRET

BALKAN SUPPLY CENTRE

Cairo, Egypt
May 1, 1944

Addressed to: G.H.Q.M.E.	M.V.F., Cairo
U.S.A.F.I.M.E.	U.K.C.C., M.V.F.O.D.
A.H.H.C. (Balkans)	A.F.H.C., Algiers
M.E.S.C.	British Minister Resident Mediterranean, Algiers
A.T.H.M.E.	American Political Adviser to the Allied Commander in Chief in the Mediterranean, Algiers
U.H.H.B.A., Cairo	British American Coordinating Committee, Ankara
O.S.S.	
M.E.W.	
U.S. Embassy near the Governments of Greece and Yugoslavia	
British Embassy to Greece	
British Embassy to Yugoslavia	

1. The British and American Governments have decided to establish a Balkans Supply Centre as from 1 May, 1944. The staff for the Centre is now being assembled under the direction of Mr. George L. Levison who will be responsible in Cairo to Mr. James M. Lendis, representing the U.S. Government, and to Mr. R.C.A. Jackson, acting under the authority of Lord Moyne and representing the British Government.

2. Attached is a copy of the terms of reference of the Balkans Supply Centre as agreed between the U.S. and U.K. Governments.

3. Broadly speaking it is anticipated that the Balkans Supply Centre will function in a similar fashion as the M.E.S.C. has operated in relation to the territories of the Middle East.

4. Special emphasis will be placed on the following functions:

- (a) Giving assistance to Allied Military Headquarters (Balkans) on the same lines as that presently given by the M.E.S.C. pending the establishment of the Balkans Supply Centre.
- (b) Assisting the UNRRA in any possible way.
- (c) Ensuring the most effective use of British and American shipping.
- (d) Programming supplies of all types so that over-all shipping and procurement programs will be available to the British and American Governments as far as supplies from those countries are concerned.
- (e) Assisting the military and civilian authorities concerned with a view to ensuring a smooth transition from the military to the post-military phase.
- (f) Undertaking any essential tasks not appropriate to the military authorities or to UNRRA.

5. The Balkans Supply Centre will endeavor to preserve a coordinated record of all supply and transport work in the Balkans handled by the American and British military and civilian authorities. This work will be essential if the transition to the post-military stage is to be achieved effectively. In giving assistance to UNRRA it will be the primary objective of the Balkans Supply Centre to ensure that no duplication of work occurs.

6. The Balkans Supply Centre will be accommodated temporarily in the British Minister Resident's Office at 10 Sharia Tolmat, Cairo. Telegrams from the Balkans Supply Centre will be sent through British lines of communication and will be given a joint Anglo-American distribution in Cairo, Algiers, London, Washington and Moscow.

TERMS OF REFERENCEBALKANS SUPPLY CENTRE

1. To assist and cooperate with the military authorities, whenever requested by them, in preparing and screening estimates of civilian supplies to be distributed during the period of military responsibility.
2. Pending the establishment of a comprehensive UNRRA staff, to work on over-all civilian requirements for the post-military period, and later to prepare and screen estimates of requirements in collaboration with UNRRA. As representing the supplying Governments, to make such examination in collaboration with UNRRA of relief and rehabilitation requirements as may be necessary, and to facilitate action by national supplying agencies. This may involve some types of rehabilitation supplies in countries with which UNRRA is concerned and all supplies in countries with which UNRRA is not concerned.
3. To collaborate with R.E.C.C. in adjusting over-all supply problems as between the Balkans and Middle East areas.
4. To plan and make arrangements for procurement in the Balkans of supplies needed for the war effort and in the economy of the United Nations, and to formulate and assist in the execution of programs to make best use of local resources to ensure greater exports of commodities required by the United Nations.
5. To consider, at a later stage, after full establishment of the Centre in Cairo, and in agreement with appropriate military and civilian authorities, whether the Centre should assume as an additional responsibility the obtaining of the economic and financial intelligence which is now a responsibility of other organizations, but which, for operational reasons, may later be more appropriately done by the Centre.

OFFICE OF THE MINISTER RESIDENT
in the U. S.,
10, SEAFIA TOLUBAT,
CAIRO

13 May 1944

CO-ORDINATION OF BALKAN ACTIVITIES

Mr. Eric Biddle and Mr. Linebough (of the U.S. Bureau of the Budget) and Mr. Balliol Scott (of H.M. Treasury) have been loaned respectively to the staffs of Mr. James H. Landis and the Minister Resident in order to advise jointly on any steps necessary to avoid duplication and ensure the coordination and discharge of necessary activities by certain civilian American and British agencies (or combined Anglo-American agencies) concerned with Balkan problems. They will also advise on the correlation of the activities of those agencies with the operations of such other national or international agencies as may be concerned with relief and the establishment of a normal economy in the Balkans during both the military and postmilitary periods.

They will have particularly in mind the responsibilities agreed to be entrusted to USMRA and the importance of aiding the discharge of those responsibilities, where possible and desirable, without any duplication of work and with a full measure of collaboration.

They will devote specific attention to:

- (a) The functions which the Balkan Supply Centre should be called to perform.
- (b) The relations of the Balkan Supply Centre to all the other agencies.
- (c) The internal organization of the Balkan Supply Center (should this arise).

Finally, they will assist in ensuring full appreciation in London, Washington and Algiers of the problems involved in this study, and in obtaining the necessary central decisions to facilitate the work on the spot.

DISTRIBUTION:

D. S.
GEN. COUNCIL
AREAS (ORIGINAL)
ORL
HEALTH
WELFARE

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

1344 Connecticut Avenue
Washington 25, D.C.

9 May 1944

Mr. William Matthews
Chief of Mission
UNRRA
c/o American Legation
Cairo, Egypt

Dear Mr. Matthews:

I am transmitting herewith, the following documents:

- a) Over-all personnel budget for the Balkan Mission.
- b) Memorandum and chart on the administrative and organizational plan for the Balkan Mission.
- c) Schedule on proposed priorities for air and sea transport.

You will note that the budget has been prepared on a regional basis. In adopting this approach, the following basic assumptions were considered:

- 1. That personnel should be prepared and willing to serve in any part of the region as operations require, thus permitting the greatest possible flexibility in the use of personnel.
- 2. That with the exception of such positions as Chief of Mission, Financial Adviser, Special Assistant and Legal Adviser, personnel should be recruited on the specific understanding that they are subject to assignment anywhere in the Balkan region. This will prevent personnel from acquiring a vested interest in a particular position in a particular mission; and subsequent

9 May 1944

disappointment and resentment if personnel is required to go into another country because you deem a shift in the best interests of the mission.

3. It was essential that the original approach to the Balkan budget be on a country basis; consequently, you will note that we have suggested a division of personnel as between country missions.

This division is suggested primarily for purposes of recruitment and budget control, and is not intended to be a rigid allocation for each country mission.

4. No attempt has been made at this time to determine what portion of the mission will be required to remain in Cairo after field operations begin. The circumstances and conditions existing at that time will be the determining factors in reaching a decision, with respect to this problem. However, it is strongly felt that wherever possible, top personnel should move from Cairo to the field to be used in specific country operations.
5. It is to be clearly understood that while the mission is in Cairo the Chief of the Balkan Mission is the senior officer of the mission and that all mission and bureau chiefs and division directors are administratively responsible to him. The deputy chiefs of bureaus and the division directors of the Balkan Mission will in turn exercise top administrative authority over all personnel assigned to their respective bureaus and divisions. In the event that changes in the line of responsibility appear desirable after entry into the field, further instructions will be sent.

Very sincerely yours,

/s/ M. MENSHIKOV

Michail Menshikov,
Deputy Director General.

Hugh L Jackson

R E S T R I C T E D

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

c/o American Legation
Cairo, Egypt

2 May 1944

TO: Mr. Michail A. Menshikov
Deputy Director
Bureau of Areas
U.N.R.R.A.

FROM: Mr. Archer
Acting Chief of Mission

SUBJECT: Transmission of report

Forwarded herewith report showing the organization of the Health Division of the Balkans Sub-Regional Office, together with the types of and organization of teams to be drawn from Voluntary Agencies, submitted by Lt. Col. W. E. Brown.

RESTRICTED

Cairo, Egypt
28 April 1944

TO: Dr. James A. Crabtree

FROM: Brown and Archer

The enclosed letter was written to you by Colonel Reekie. It explains the suggested staffing of the Balkans Sub-Regional Health Division and the proposed Mobile Health and Medical Teams, membership for the latter to be drawn from Volunteer Agency personnel.

Exhibit "A" uses the numbers of the tentative chart entitled "Balkans Sub-Regional Office, Health Division".

Exhibit "B" is a personnel chart similar to Exhibit "A" but set up for the camp-hospital-sanitation-health organization. It gives numbers for personnel, which numbers will be used in the future in referring to this type of personnel. These numbers have a "C" in each instance to avoid confusion with Sub-Regional Office numbers.

Exhibit "C" is a chart showing the administration functions in camp. This will be the basis for future camp operation under U.N.R.R.A. supervision.

Exhibit "D" is a report blank to be used in showing the distribution of personnel at any given time. Reekie has filled one of these out as a sample; it does not indicate anything in the way of permanent assignments.

Exhibit "E" is a table showing the team personnel to be drawn from local agencies for Greece. At the left a code number is given opposite each type of personnel indicated. This table also shows the number and types of personnel to come from the United States, the United Kingdom, the Middle East, Jewish agencies, and South Africa. Disregard all previous data or requests for volunteer personnel for Greece. This personnel should be obtained as quickly as possible. Training can be carried on en route, if by boat, or after its arrival in the Middle East.

Exhibit "F" is designed to give job descriptions for personnel to be drawn from the Volunteer Agencies. This gives as best we can description of all types of personnel, duties and jobs.

RESTRICTED

- 2 -

Medical Malariologist. Reekie and Colonel Burke, who is the principal Medical Officer of the Greek Mission - AML, feel that it is important to include a medical malariologist amongst the health and medical specialists of the field staff. As Colonel Wright and I together have a different point of view regarding this matter, I am going to present to you the arguments on both sides; then you can weigh the matter and use your own judgment in reaching a final decision.

Here are the arguments advanced by Reekie and Burke:

- 1) Malaria Surveys - they feel that splenic indexes, percentages and types of malarial infection, as well as species of vectors, should be determined in order to attack the malaria problem in Greece intelligently.
- 2) Colonel Burke says that the British Army expects to do only a short term job, hence they will not include a medical malariologist in the AML staff. He says that, at best, only a second-rate medical malariologist could be obtained by the British Army.
- 3) Burke and Reekie feel that U.N.R.R.A. should supply a medical malariologist but Burke says if it is a choice between a medical malariologist and a hospital administrator, the latter should be given preference.

Here are the opinions of Wright and Brown. Brown defers to Wright's field experience and judgment but expresses his medical point of view as indicated below:

- 1) Literally hundreds of malaria surveys have been made in Greece.
- 2) Any changes in the species of mosquitoes in any given area may be easily determined without taking in a medical malariologist. There are many well-trained medical malariologists in both Greece and Yugoslavia whom Wright knows and who will be available. Wright feels that these men would be much better than any medical malariologist from the United States. At best, the latter would require a considerable amount of time to learn the country and the types of mosquitoes prevalent. He much prefers to employ a local man whom he knows rather than to take a new man into Greece.

RESTRICTED

- 3 -

- 3) Wright feels that it is the responsibility of AML to supply a medical malariologist if they are not willing to accept a well-trained Greek medical malariologist.
- 4) Brown feels that all of the Army and U.N.R.R.A. medical staff should know and understand accepted standard methods of treatment of malaria and should be competent to instruct the local doctors in methods of treatment and diagnosis. He also feels that a Greek medical malariologist ought to be more useful than a man unfamiliar with the country, also that a hospital administrator is very essential. He is anxious to avoid having a top-heavy central office staff. If a choice is to be made as between a medical malariologist and a hospital administrator, he wishes to have the latter.
- 5) The above differences of opinions have been expressed amongst ourselves and are given to you; we leave it to your judgment for final decision.

We are going to begin in the very near future setting up the team composition of the Yugoslav Mission so far as it relates to the Voluntary Agencies. We will immediately forward you the classified groups so that you can proceed to recruit that personnel.

We hope that this letter will make clear our personnel needs. We again remind you of the necessity for disregarding all former requirements and requests for Volunteer Agency Personnel. From now on we will use the new code numbers in order to facilitate communications between this office and the Washington office.

A copy of this letter is being sent to London as well as Washington.

Dodge and Benning have arrived and we will find use for both of them in the camps where medical personnel is badly needed.

Encls.

RESTRICTED

Cairo, Egypt
25 April 1944

TO: James A. Crabtree
FROM: W. E. Brown and Reekie

Since Saturday, April 22, we have been discussing present and future problems and programs. We have married the terminology and organization material Reekie brought with him with that which we had been previously working and had sent you, and are now prepared to follow your charting with your numbers (1 to 28) together with terminology listed thereon, except to drop Medical Malarologist and to substitute for it a Hospital Administrator. The attached exhibit "A" is our preference in projecting personnel assignment for that period when we shall be given full responsibility and the direction of our people and AML authority shall have ceased. On page 3 of exhibit "A" you will note that AML wants twenty Mobile Health Teams of 14 people in each team organized from the Voluntary Agency people (see exhibit "F") now here in the Middle East. We may have to call on you later for one or two people, in addition to the ones listed in exhibit "E", from Voluntary Agencies in U.S. to fill out some of these teams. We conferred with Matthews today and Brown, Wright and Arnstein are to proceed immediately with Barrat-Brown to assemble provisionally these twenty teams. During the AML phase, our staff, as indicated, will direct these Private Agency Teams. As soon as they are formed up, our staff will be given an opportunity to get acquainted with them prior to the time when they shall be taken into Greece. At present Sappington and Zuger are at Moses Wells Camp. When Benning and Dodge arrive we will send them out for orientation to Moses Wells, El Shatt, Nuseirat, Khataba and Tolumbat, which are all the camps we are presently interested in. AML contemplates the operation of possibly fifteen refugee camps in Greece, ten big ones and five not so big.

We have recommended the combining of F.B.O. and M.A.F.O. (Field Bacteriological Units and Mobile Ambulance First Aid Units) into one team, calling it a Mobile Health and Medical Team.

During the AML phase, the principal Medical Officer, AML, will, under authority delegated by his superior, deploy and direct these Mobile Health and Medical Teams through our staff, Osincup at P.M.L. headquarters, or our medical officers at district or regional levels. Our medical officers will be closely associated with the AML Health Medical Operations - they will thus be able to effect an uninterrupted transfer of AML operations to UNRRA operations when such a transfer is in order. They will also have an excellent opportunity to assemble data and to estimate supply requirements during the AML phase. Incidentally, the Yugoslav AML planning is pending. There is talk of some sixteen teams there.

RESTRICTED

- 2 -

Now back to the contemplated assignment of personnel, exhibit "A". Reekie will carry a copy of this to London for Dr. Topping. We had a cable from Topping today saying he could recruit a man for bracket 15. (Evidently he had already received the copy of the organization chart you sent him). If he can recruit others after seeing a copy of exhibit "A", then he can inform you by cable and you can proceed with any indicated additional recruitment. The Yugoslav organization is not yet set up but should be contemplated. There will be at least six districts there. Albania will have two at least. We plan to spread staff to Albania from our Greek organization. The Poles believe that we shall be wanted very soon to help them. We cannot tell you much more than this (we don't know anything more).

We want to urge that you send us any staff you recruit for us by British carriers. The competing interests for U.S. carriers have greater advantage than do we. Possibly at some later time U.S. carriers may want some of our business but we can wait until they ask for it or the system of allocating passenger space is altered. Miss Arnstein has some suggestions for addition to the job description on nurses. She is sending them along, so Miss Johnson can have them for inclusion in yours there.

As soon as the enabling legislation on the UNRRA appropriation bill is passed, will it be possible to take up with the War Department the problem of procedure in getting Army personnel assigned to duty with UNRRA? For instance, the Army here in the Middle East has approximately two dozen nurses more than their T/O calls for; these are to be sent back to the States. One or two of these nurses would suit our operational requirements. The Medical Officer here has loaned three so far of these nurses to us and we have them working in our refugee camps. This is purely an informal deal, possible largely because the Theatre Nurse recognizes the fact that she must keep nurses busy or morale problems arise. We would like to have some of these nurses officially assigned on a reimbursable basis.

Please inform us what arrangements can be made on this scene.

Projected Staffing of Belkan Sub-Regional Health Division

- 1 Change Medical Malariologist to read Hospital Administrator and recruit a Hospital Administrator to report to Sub-Regional Headquarters, July.
- 2 Locate man capable of conducting a survey of the TBC problem and the management of the Institutional facilities and treatment. Suggest recruitment be deferred until Brown asks it, which will likely be immediately after liberation of Greece.
- 3 Brown wants Musson immediately and will expect Musson to substitute for Brown in Brown's absence in field or inability to serve.
- 4 Arnstein.
- 5 Wright.
- 5a Lamoreaux to assist Wright and to be in Sub-Regional Office in Wright's absence and do some of his field work.
- 6 Norelli.
- 7 Brown.
- 8 Rumour has it. Kat Greene not available - Beckleman won't release her. Brown needs a secretary - thinks he has located one in Jerusalem - by name of Miss Olive Kirkwood.
- 9 Dodge.
- 9a Sappington working with Dodge temporarily.
- 10 Alridge.
- 11 Frazier.
- 11a Kerze Interim Head Nurse, El Shatt, pending organization of Health Division for Yugoslavia.
- 11b Conlay, Interim Nurse, Khataba, pending organization of Health Division in Yugoslavia.
- 11c Needham, Interim Nurse, Museirat, pending organization of Health Division in Greece.
- 11d Geller, Interim Nurse, El Shatt, pending organization of Health Division in Yugoslavia.
- 11e Susich, Interim Nurse, El Shatt, pending organization of Health Division in Yugoslavia.

11f Rosenwald, Interim Nurse, Moses Wells, pending organization of Health Division in Greece.

12 Osincup wanted at once.

12a Contandulis as Osincup's assistant and interpreter.

13

14 Gordon Smith - send as soon as legislation permits.

14a Jacocks to come on at once.

LONDON

15 Britisher available early June - as per cable from Topping 4/26/44.

15a Russian? Polish doctors now in Middle East? To explore and acquaint you.

15b Victor Cabasso - to be brought on from Tunis.

LONDON

16 British?

OMIT - see cable 4/26 and letter Miss Johnson

16a-b-c-d-e-f District Nurses (plus possible four additional community nurses for regions).

17 Roberts, MESC - if we can get him.

LONDON

18 Yugoslav?

18a Deputy who would be a British if we can get one.

19

20 Fittro - get him here by July 1st.

20a Recruit Lacey or Thomas when legislation permits and send either one on then promptly.

21 Benning

21a

21b Bacteriologist.

22 Kerze.

22a

23

LONDON

24 British?

25 Suspense.

26 Suspense.

27 Zuger.

28 Suspense

Proposed interim assignments during AML period (Greece)

Dist 1 (Athens)	- Osincup	- 5	Voluntary Agency Teams
Dist 2	- British MO (15)	- 3	" " "
Dist 3 (Salonika)	- Musson	- 7	" " "
Dist 4 (Benning)	- Benning	- 2	" " "
Dist 5	- Zuger	- 1	" " "
Dist 6	- Sappington	- 2	" " "
		<u>20</u>	" " "

(15 members each)

Dodge on Camp Health and Medical Services.

Aldridge " " " " "

Proposed membership of a typical Mobile Health and Medical Team.

Medical Officer	1
Public Health Nurse	1
Nurse Aid	1
Sanitary Inspector	2
Laboratory Technician	1
Medical Supply Officer (Storekeeper)	1
Clerk Interpreter	1
Drivers (Cook, Mechanic, Interpreter, Clerk)	7
	<u>15</u>

EXHIBIT "B"

28 April 1944

CAMP = HOSPITAL - SANITATION - HEALTH = STAFFING

ADMINISTRATION

C-1 MEDICAL DIRECTOR
C-2 ASSISTANT MEDICAL DIRECTOR
C-3 ADMINISTRATION DIRECTOR
C-4 HEAD-NURSE 3.8
C-5 SANITATION ENGINEER
C-6 NUTRITIONIST

SERVICES

IN - SERVICE

C-7 SURGEON
C-8 INTERNIST
C-9 GENERAL PRACTITIONER
C-10 OBSTETRICIAN
C-16 SUPERVISING NURSE 2.6
C-18 GENERAL DUTY NURSE 1.8
C-19 PHARMACIST
C-20 TECHNICIAN
C-27 WARD HELPERS

OUT - SERVICE

C-11 EPIDEMIOLOGIST
C-12 M.C.H. PHYSICIAN
C-13 T.B.C. "
C-14 V.D. "
C-15 DENTIST
C-17 P.H. NURSE 2.0
C-21 NURSE AIDES
C-28 ORDERLY HELP

SANITATION

C-22 FOOD-WATER
C-23 EXCRETA & GARBAGE
C-24 MOSQUITO & VERMINE
C-25 DEIOUSING
C-26 ENGINEERING AIDES
C-29 LABORERS

EXHIBIT "C"

28 April 1944

CAMP = HOSPITAL - SANITATION - HEALTH = ORGANIZATION

ADMINISTRATION

STAFF = DUTY ASSIGNMENT - WORK SCHEDULE - RELIEF - TRAINING

SUPPLY = PROCUREMENT - STORAGE - ISSUE - INVENTORY

BUSINESS = PERSONNEL - PATIENT - INVENTORY - ACCOUNTING RECORDS

SERVICES

IN - SERVICE

DISEASES - ACUTE - NONINFECTIOUS

ILLNESS - ACUTE - SURGICAL

ACCIDENTS - SURGICAL

DISEASES - ACUTE - CONTAGIOUS

OBSTETRICAL

LABORATORY - CLINICAL & SANITATION

PHARMACY

NURSE - AID TRAINING

OUT - SERVICE

IMMUNIZATIONS

M.C.H. CLINICS

T.B.C. CLINICS

V.D. CLINICS

DENTAL CLINICS

FIRST-AID

TENT - MEDICAL - VISITS

TENT - NURSING - VISITS

NURSE-AID TRAINING

NUTRITION - INSTRUCTION

MEDICAL SOCIAL SERVICE LIAISON

SANITATION

FOOD - HANDLING & STORAGE

WATER - TREATMENT & PROTECTION

EXCRETA - DISPOSAL

GARBAGE & REFUSE DISPOSAL

INSECT & RODENT CONTROL

MOSQUITO CONTROL

DELOUSING & STERILIZATION

BURIAL

SANITATION - INSPECTOR - TRAINING

We are planning on completing a set of these for each camp. This should give you an idea of the distribution of personnel by function.

EL SHATT

20 April 1944

EXHIBIT "D"

	UNRRA LINE NO. & PLACE OF EMPLOYMENT	PRIVATE AGENCY	REFUGEE	NUMBERS INDICATING DUTY ASSIGNMENTS
Wilson Dodd M.O.		N.E.F.		1 - 9 - 10
Yoder		Menmonite(?)		11
Findlay		B. Army		8 - 9
Jane Doe		B.R.C.		10 - 8 - 9
Richard Roe		B.R.C.		8 - 9
A - Yugo			Yugo	11
B - Yugo			Yugo	11
C - Yugo			Yugo	11
Kerze	UNRRA			4
Faust		N.E.F.		16
Povonski		U.S. Army		18
Fritz		U.S. Army		18
Jane Doe		U.S. Army		18
1 English Nurse		B.R.C.		17
Smiljanic		Yugo R.C.		18
3 V.A.D.s		B.R.C.		21
Nurse Midwives, 2 English Nurses		B.R.C.		18 - 10
Midwives Jane Doe			Yugo	10
Sappington	UNRRA			12 - 9 *
Zuger	UNRRA			12 - 9 **
Aldridge	UNRRA			***
Duff		B. Army		5

*Orientation and general assistance

**Orientation and general assistance

***Investigation Sanitation Program

28 April 1944

MOBILE HEALTH AND MEDICAL TEAMSGREECE

No. Teams - 20

TO COME FROM:

Code No.		Available in M.E. U.K.	U.S.	Jewish Agency	South Africa	Total	
U-1	Medical Officers	8	1	8	1	2	20
U-2	Public Health Nurses	8	1	8	1	2	20
U-3	Nurses Aides	8	1	8	1	2	20
U-4	Sanitary Inspectors	8	1	28	1	2	40
U-5	Laboratory Technicians	-	-	18	-	-	18
U-6	Medical Supply Officers	16	-	8	-	-	24
U-7	Interpreters	12	-	7	1	-	20
U-8	Mechanics	9	-	8	1	2	20
U-9	QM Accountants	9	-	8	1	2	20
U-10	Drivers - Cooks	9	-	8	1	2	20
U-11	Drivers - First aid and drug dispensers	9	-	8	1	2	20
U-12	Drivers - Disinfector Tech- nicians and general duty	9	-	8	1	2	20
U-13	P.H. Welfare Supervisors	?	85*	15	?	?	100
TOTALS		105	89	140	10	18	362

*From U.K., Middle East or sources other than U.S.

U-14 Mobile Bacteriological Units (1 M.O. Bacteriologist; 2 Drivers-Technicians; 2 Drivers; 1 Interpreter) to come from U.K. - Number of Units - 2

Mobile Water Purifying Units (Total personnel - 4) to come from U.K. - Number of Units - 2.

CODE NO.	JOB DESCRIPTIONS.
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U-4 :
(Cont'd) SANITARY INSPECTORS - Duties (Cont'd).

3. Supervision of food supplies, food preparation and cooking.
4. Supervision of conservancy and sewage, waste water and refuse disposal.
5. Supervision of water supplies, their distribution and purification.
6. Hygiene propaganda and anti-malarial control.
7. Fly and insect control.

Qualifications: Should have some training in hygiene and sanitation. In all probability such individuals will be obtained with difficulty. Individuals with ability to learn and willing to work under trying desert and invasion conditions will be acceptable. We can probably provide training for them here.

U-5 : LABORATORY TECHNICIANS:

Duties:

1. Simple laboratory procedures, such as throat cultures, bacteriological analyses of water, simple staining procedures, blood counts, etc.
2. These individuals will have a simple field outfit and will have to improvise much equipment.

Qualifications: They should have training in simple laboratory techniques with ability to work in the field under trying conditions. These laboratory technicians are not medical bacteriologists as required in the Mobile Bacteriological Unit. Dr. Reekie feels that the laboratory technicians can be obtained from the United States, none is available from U.K. (Reekie says that U.N.R.R.A. can supply simple field equipment for these technicians; they could be supplied with one or two of the integral parts of the laboratory equipment as already determined by U.N.R.R.A.)

U-6 : MEDICAL SUPPLY OFFICERS:

Duties:

1. To assist in the distribution of medical stores, supplies and equipment.
2. To be in charge of such supplies and make inventories and accountings for the same.

APRIL 28, 1944.

JOB DESCRIPTIONS FOR PERSONNEL TO BE RECRUITED FROM VOLUNTARY AGENCIES.

CODE NO.	JOB DESCRIPTIONS.
U-1	<p><u>MEDICAL OFFICERS:</u></p> <p><u>Duties:</u></p> <ol style="list-style-type: none"> 1. To be head of Unit. 2. To be directly responsible for the supervision and carrying out of the following activities: <ul style="list-style-type: none"> Sanitary control of Refugee Centers. Anti-typhus work including delousing, desinfestation, provision of improvised sanitary appliances. Supervision of food supplies, food preparation and cooking. Supervision of conservancy and sewage, waste water and refuse disposal. Supervision of water supplies, their distribution and purification. Disinfection, inoculations and vaccinations, epidemic control, first aid and emergency medical treatment, hygiene propaganda, anti-malarial control, fly and insect control. <p><u>Qualifications:</u></p> <ol style="list-style-type: none"> 1. Must be a medical man with special training and experience in sanitation, hygiene and public health. 2. Should have some experience in medical treatment. 3. Should be prepared to accept desert, camp and invasion discomforts and hardships.
U-2	<p><u>PUBLIC HEALTH NURSE:</u></p> <p>See Appendix on Nursing to my report of April 5, 1944- "Nursing needs for Balkans Operations - Voluntary Agency personnel".</p>
U-3	<p><u>NURSES AIDES:</u></p> <p>This group from the United States is to include Nurses only, if possible, - See Appendix as in "U-2".</p>
U-4	<p><u>SANITARY INSPECTORS:</u></p> <p><u>Duties:</u></p> <ol style="list-style-type: none"> 1. Sanitary control of Refugee Centers. 2. Provision of improvised sanitary appliances.

CODE NO.	JOB DESCRIPTIONS.
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U-6 : MEDICAL SUPPLY OFFICERS (Cont'd)
(Cont'd):

Qualifications: Should have some experience in stock-keeping, dispensing and distribution problems with some slight knowledge of medical supplies. Should be prepared to work under desert, camp, and invasion discomforts and hardships.

U-7 : INTERPRETERS:

Duties: To act as interpreters, drivers and generally useful men. May also be called upon in an emergency to help with disinfection.

Qualifications: Should have a good knowledge of modern Greek and English. Should be intelligent, agreeable, and prepared to work under desert, camp and invasion discomforts and hardships.

U-8 : MECHANICS:

Duties: Driving, repair and maintenance work on various types of cars. Should be willing and able to lend a hand on other jobs than mechanical as occasions demand.

Qualifications: Should have training in automobile and other types of mechanics and should be prepared to endure hardships of field and refugee camp work.

U-9 : QM ACCOUNTANTS:

Duties: Should be able to keep accounts and records for the Mobile Health and Medical Team, to handle food supplies and other types of supplies.

Qualifications: Should be trained in book-keeping, stock-keeping, inventories, records, dispensing service, etc., and should be prepared to work under difficult desert, camp and invasion conditions.

U-10: DRIVERS - COOKS.

Duties: Driving and cooking. Should be able to help in an emergency with disinfection, disinfection, etc.

Qualifications: Should be able to drive and do road repair work of cars. Should be a good cook. Should also be prepared to work under difficult and trying conditions.

CODE
NO.

JOB DESCRIPTIONS

U-11 DRIVERS - FIRST AID AND DRUG DISPENSERS

Duties: Driving and work in first aid station as dressers, or administering incidental first aid. Should be able to dispense minor drugs and prepared to assist with disinfection.

Qualifications: Should have training and experience in first aid and in dressing of minor wounds. Should have some familiarity with simple drugs and should be prepared to work under difficult conditions.

U-1w DRIVERS - DISINFESTOR TECHNICIANS AND GENERAL DUTY

Duties: Driving and to operate different types of disinfestors, steam or blower types. Also to be available as a general utility man.

Qualifications: An intelligent type of man who is capable of hard work and who can be trained to operate these types of equipment.

U-13 PUBLIC WELFARE SUPERVISORS

See par (2) - "Volunteer (Private) Agency Personnel" - Appendix on Nursing - "Nursing needs for the Balkans Operations" (Arnstein) - April 5, 1944.

U-14 MOBILE BACTERIOLOGICAL UNITS

Duties: To operate large medical laboratories and carry on bacteriological, clinical, pathological and more elaborate laboratory procedures. This unit will be made up as follows:

- U-14-A One Medical Officer, Bacteriologist.
 - U-14-B Two Laboratory Technicians.
 - U-14-C Two drivers.
 - U-14-D One interpreter.
- (For Greece these teams will come from U.K.).

There will be two of these teams: one each to be stationed at Athens and Salonika. They will be used as central laboratories and will take the place of the field laboratory technicians in these units. They may, however, be moved to other parts of the country in the event of emergency demands.

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American Embassy near
the Government of Greece.

Cairo, Egypt,
February 4, 1944.

No. 45.

Subject: Liberation of Greece: British Plans made
for relief and administration during
military period.

The Honorable
The Secretary of State,
Washington.

Sir:

As of possible interest to the Department, the Foreign Economic Administration and especially the UNRRA, I have the honor to enclose a report, with a chart attached, drawn up by Special Assistant Henry A. Hill of this Embassy, concerning certain plans made by the British military services for the administration of relief of Greece during the period for which the military will be responsible.

The Administration of Territories Balkans (A.T.B.) Committee, which, as the Department is aware, was set up many months ago, has since been holding meetings and discussing matters of policy and supply in connection with the liberation of the Balkan territories and it has recently been clarified that this committee is not an executive agency but simply consultative and advisory for the British Army.

I understand that while these British Military plans for Greece are considerably advanced, those for Yugoslavia have not crystalized; it is hoped, however, that at an early date these too will be completed, at which time a further report will be transmitted to the Department.

It was planned at first, in the case of Greece, to administer that country in the initial period after liberation through the Civil Affairs Branch of the British Army. Later it was decided that the administration should be handled by a separate organization established for the purpose and known as the British Military Liaison Mission (Greece) which will be in advisory relationship with the Greek Government. To implement the authority of this liaison mission, an agreement between it and the Greek Government was first discussed by the A.T.B. which referred it to the Middle East Defense Council. It is the Embassy's understanding that no agreement has yet been signed but that the matter is still under consideration by this Council.

The British Military Liaison Mission has now a complete set of plans for the administration of Greece and its head, Major General Hughes of the British Army, who has personally explained his plans to me, has now informed me that he has been advised that the entire operation will be a combined British-American one. He has expressed his pleasure at this development and his anxiety to cooperate with the American Military in this work, but I have also ascertained that up to this date the American Army officials here have not received any directive from Washington, although they have cabled for information.

The enclosed report by Mr. Hill, whom I have put in touch with General Hughes and his competent subordinates, covers the present set-up and emphasized the possibility that there may be further changes. It has been divided into three parts:

Part I. The negotiations of the CAB of the British Army with Greek Army officials.

Part II. The present set-up of the Liaison Mission and their plans to administer Greece.

Part III. Comments on the set-up and matters that may have to be further clarified.

The Department will note that it is planned, when Greece is liberated, to deliver civilian supplies to a representative Greek Government and to endeavor to use the services of the Swedish-Swiss Commission as well as those of any other organizations qualified to distribute supplies. In the case of medical and hygiene work, pharmaceutical articles will be distributed only through the machinery of the Swedish-Swiss Commission. The British Military are also planning the extensive use of MERRA, and the Council of Voluntary Societies set up thereby in the vast field of hygiene and disease control.

It would seem clear that there are still considerable details which will have to be worked out in connection with these plans, when the questions of American Army participation and the possible absorption of MERRA by UNRRA have been definitely decided. Should this latter possibility be realized, much duplication would be avoided without sacrificing the all-important matter of continuity, while it might also be found possible to have UNRRA, through MERRA, replace the MESC in the agricultural program. The Department will no doubt observe that British private agencies are included in the present plans while American private agencies have been excluded through lack of government authority and may wish to follow this matter up when a definite decision has been taken with regard to the MERRA- UNRRA situation.

In connection with the divergence of opinion between the Greek Army and the British Army officials as to the proper quantities of food supplies that will have to be shipped into Greece at the time of liberation, reference to the Swedish-Swiss Commission's report as to conditions in Greece and supplies available there may be found useful in reaching a decision.

No reference is made in this report to the stock-piling of supplies, since, as the Department is aware, plans in this connection have had continually to be changed to accord with current global needs; reference is, however, made to plans for the creation of the Balkan Economic Centre which will take the place, as far as the Balkans are concerned, of the MESC in the procurement and stockpiling of supplies. The Embassy's information regarding the organization of this new body is at present too nebulous to enable me to comment on it intelligently.

Respectfully yours,

Enclosure:

Lincoln MacVeagh

Report with two copies of chart attached,
sent in hectograph to department. file no. 848
HAH/ea.

Discussions of representatives of
Greek Ministry of War with Civil Affairs
Branch of the British Army.

Early in 1943 the Greek Government in exile appointed Lt. Colonels Pallis and Panagakis of Ordnance Department, Greek Ministry of War, to cooperate with the Civil Affairs Branch of the British Army (C.A.B.) in working on the relief program in liberated Greece during the military period. The C.A.B. met with them and came to an agreement on the following subjects:

(1) Population in Greece at time of liberation.

There seemed to be no difficulty in agreeing that all calculations and plans must be made on a population of seven million people; in other words that since the occupation the country has lost approximately one million, plus the normal prewar increase of about 115,000 per year.

(2) Calory intake of population at time of liberation.

Here again there was full agreement as both the Greek and British services have agreed on a figure of 2,000 calories per head per day, an amount apparently taken from the League of Nations figures as to minimum subsistence diet. The British have stated that this figure will be taken for all liberated territories.

(3) Monthly Shipments into Greece at time of liberation.

Colonel Panagkis understood that the monthly quantities the British military were planning to ship into Greece were as follows:

Wheat	50,000
Meat	1,000
Pulse	1,000
Sugar	3,500
Cheese	500
Coffee	500
	<u>56,500</u>

In addition they were also planning to ship approximately 5,000 tons of milk per month to be distributed amongst certain categories of the population.

The amounts to be shipped work out approximately at 1,000 calories per head per day for the total population of seven million and it was expected by the British Military that the other 1,000 calories per head per day could be obtained from local production. The Greek Army service disagrees entirely with these calculations. They insist that it is essential to double the monthly shipments as it is impossible to plan on finding any considerable stocks of produce when Greece is liberated. There have been repeated verbal exchanges of views, the correspondence has been most acrimonious and no agreement has been reached. At this point the Greek Government Services have been advised that future contact will be with the British Military Liaison Mission. The Greek Prime Minister has exchanged visits and Colonel Panagakis has been put in touch with the new service.

The Greek Government Services understand that it is planned to unload the supplies referred to above at various points, possibly ten or twelve ports from where they will have to be transported to the interior or to other islands. The Greek services argue that until such a time as an agreement is reached on the amount of calories that will have to be supplied by imports, there is no point in making further plans. While discussions have reached this point the Greek services have continued their studies and have detailed lists of the distribution of population all over Greece, the quantities in tonnage that will be required in every district, the distances, etc. It is interesting to note that these studies show that two-thirds of the population live on the coast or close to the coast. When agreement is reached, it should be comparatively easy to work out what means of transportation will be required especially exactly how many trucks will have to be supplied.

Correspondence exchanged has gone into every item forming part of the monthly shipments and the following points were brought out:

The Greek army service has suggested the following rationing for the population:

Bread	100	drams	daily		
Sugar	10	"	"		
Coffee	2	"	"		
Tea	1/2	"	"		
Fats	5	"	"		
Meat	80	"	weekly	(3 rations)	
Pulses	40	"	"	"	"
Rice	30	"	"	"	"
Pastes	30	"	"	"	"
Potatoes	100	"	"	"	"

(Note 1 oke - lbs. 2,8215, also 1 oke = 400 drams)

This suggested rationing was calculated by the British as representing 2,004 calories per day and was neither accepted nor rejected in the correspondence. The impression is therefore given that it was accepted. When put into monthly tonnage this food would give the following tonnage per month:

Meat	23,310	tons
Pulses	11,655	"
Rice	8,750	"
Pastes	8,750	"
Potatoes	17,948	"
Wheat	51,750	"
Sugar	6,930	"
Tea	336	1/2 "
Fats	3,365	"
Coffee	1,346	"
	134,140	1/2 tons

In addition, it was suggested that other than milk, the following monthly quantities of commodities be shipped:

Pepper	42	tons
Soap	4,487	"
Matches	12,000,000	boxes per month
Cheese	2,243	tons
Kerosene	4,615	tons

In all these discussions, no reference has been made to the amount now being shipped in under the present, Swedish-Swiss program or the possibility of its continuance. Should

the Swedish-Swiss program cease, it is obvious that protein foods and pulses planned to be shipped into Greece by the British Military will be less than what is now being supplied. Under the present program 3,000 tons of pulses which may be increased to 3,600 tons a month, are being shipped to Greece, and while 1,600 tons a month of highly concentrated protein food are now being shipped, it is agreed by all that this quantity is entirely insufficient and that every effort should be made to increase it.

No doubt the two different views can be reconciled. The Greek authorities in stressing their point of view have argued:

- (1) Local production is consistently dropping.
- (2) At time of liberation, should this not coincide closely with the harvest of cereals, there is a considerable likelihood that local stocks of cereals may have been entirely consumed.
- (3) That part of local stocks of cereals that have not been consumed may well be held back for seed, unless it is planned to import all the cereal seed needed for planting in the fall.
- (4) Should it be found on liberation that stocks are available, shipments can be reduced.

In their correspondence with the British Government services, the Greek representatives were most emphatic in stressing that the daily ration of bread should not exceed 1,000 calories and that the balance of 1,000 calories must consist of pulses and protein foods. They specifically suggested that if it was difficult to supply the quantities of meat proposed dried fish, cheese or other protein food be supplied instead.

The British authorities have replied that the amount of meat calculated by the Greek authorities was excessive and have referred to the Greek government statistics to prove that less meat was consumed in Greece in pre-war days than was now being requested. The Greek officials have stated that the statistics mentioned were incorrect as they only consider import of meat on the hoof and for taxes collected at slaughter houses, and do not include such livestock as lambs, hogs, calves, oxen or chicken slaughtered in rural districts by their owners and which were never recorded or taxed.

A lend-lease agreement of March 9, 1943 signed between the Greek Government and the British Government is another question that has been covered at some length in correspondence. In accordance with this agreement, the British have contracted to fully equip all Greek armed forces in the Middle East, feed them, dress them and even pay hospital expenses. The British have felt that at the time of liberation the lend-lease agreement should be put into reverse. The Greek Government has replied that they are willing to do this so far as the Government's own resources are concerned; for instance, they have stated that they are willing to supply housing for British troops in Greek Government barracks and if necessary in government schools, but that they are not in a position to pay for purchases made of commodities from private sources. Up to this date no response has yet been given to the last letter from the Greek Prime Minister on this subject.

PART II

Plans as of January 1944 for administration of liberated Greece by the British Military Liaison Mission.

It is obvious to anyone visiting the present quarters of the British Military Liaison Mission to Greece that many months of work, discussions and changes of policy have resulted in the present plans which are graphically brought to one's attention by a chart which is drawn up somewhat along the lines of the enclosed photostat. While this enclosure is a photostatic copy of the chart before it was amended, this paper covers the amended chart and as of January 22, 1944. No effort is being made to use the technical and intricate terms appearing on the chart and the story is put down in a simple manner as it was explained by Brigadier Generals Eves and King. In this connection it should be stated that Major-General Hughes advised that he had just returned from Algiers where advice was given that the entire operation would be a combined British-American one. He added that he welcomes this decision and hoped to work shoulder to shoulder with his American colleagues.

The present plans have been worked out in detail and while one gets the impression that the military are not always too sure that some detail will work satisfactorily, it is obvious that most decisions were taken for reasons of policy, and that such a policy may change. It is also quite possible that the present plans may have to be changed again, especially if the entire operation is to be on a cooperative basis with the American army. Again, developments in Greece and change of policy on a higher level may necessitate changes.

As the plans stand today, one is advised by the senior officers that they are "not plans on paper, but also implemented in actual manpower, and procurement" and that most of the Key positions have been filled out with designated names.

The principles permeating the present plans are the following:

(a) Liberated Greece is a territory of a friendly ally liberated from the enemy and not an enemy territory occupied by the United Nations. Because of this, a number of British services are set up which "seek to administer through advisory relationship to the Greek Government".

(b) The second principle that immediately strikes one in one's conversation with the British Military is that all plans are made on the assumption that the enemy, for strategic reasons will withdraw from the Balkans, and that it is not expected that any fighting will take place in the liberated area. It is stated, however, that in all probability when the enemy does withdraw, he will destroy all rail facilities, public utilities and anything of value."

(c) A third principle is laid down and that is that it is not planned that any relief be supplied gratis either to the people or to the government and that help will be given to the Greek people

to help themselves. The corollary to this is the plan to help the people to produce their own food at the earliest possible moment.

The overall plan envisages an officer in charge of the whole operation (Major-General Hughes); and the total manpower is planned to be 9,000 troops. The chart shows two wings. The one wing is purely military and the chart gives the following principal services with Brigadier-General Eves in charge:

Brigadier-General Eves

Military Intelligence
(Sime - P.C.)

Pioneer & Labor

Medical

Supply

Finance
Hiring and Claims

Transport

Signals & Engineers
(Construction Ports, Bridges, Public Utilities)

Water Supply

In referring to this one body, it is explained that as long as the war continues, the military have priority in obtaining supplies, in transporting supplies and that while the country may be evacuated by the enemy, it is essential to have peace and order in the country which may possibly have to be used as a base for operations further north.

Most of these services speak for themselves.

Military Intelligence presumably will take on the safety of United Nations troops or information in connection with subservient elements.

Pioneer and labor service speaks for itself and will be responsible for obtaining labor for the military body.

Medical service is only responsible for the health of the United Nations troops.

The Supply and Transport services will be responsible not only for obtaining supplies for the troops, but presumably will be responsible for the procurement and transportation of supplies to Greece for civilian relief.

The Finance Service is only responsible for the accounting of the military. The Signals and Engineers Service will be responsible for putting in repair ports, bridges, railways, roads, all public utilities such as telephones, power plants. Because of the importance of the water supply, this has been given an independent setup.

The second body is the Liaison mission and is divided into two levels; a level for policy and a level for operations. On the policy level Brigadier General Smith Dorien is in charge and the chart for the policy level is divided as follows:

Brigadier General Smith Dorien

Police	Fine Arts & Antiquities	Legal Adviser	Finance	Press & public relations
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While these divisions are on a higher policy level they are closely tied up with the lower operating level.

Police. It is stated that there will be approximately two and one-half thousand specially trained troops to police and keep order in the country. There has been much talk as to what kind of troops will be used. It is not believed that a definite decision has been taken on this matter, although it has been said that Indian troops are being considered both for Greece and other liberated territories. The advantage of using Indian troops over other nationals is that should these troops have to remain in liberated countries after the war, they would be perfectly satisfied to do so while it would be difficult to keep American, English or Colonial troops satisfied. Again, others have said that Cyprus troops are being trained for policing.

Fine Arts and Antiquities. This service, I understand, will have an adviser.

Finance Service. The duties and policies of the Finance service are not definitely worked out and this will apparently have to be done after consultation with the United States and British Treasuries. It will be responsible for the financial arrangements in delivering supplies to the Government and for currency policy, and possibly giving advice on fiscal matters. General Hughes shows anxiety that plans with regard to the payment of supplies and the intricate question of currency have not yet been thought out and crystalized. This service may also have to handle the question as to the ability of the population to pay for supplies.

Press and Public Relations. This service will, we understand, be responsible to keep the public advised as to the general setup, the relief of the civilian population, and try to reassure the people in inland sections that supplies will be forthcoming. Incidentally, 700 tons of newspaper print are being procured for this service.

It should be understood that the higher level will be in close contact with the operating level to help them in fixing policies. In connection with the general question of policy, an agreement has been worked out and discussed on the Administration Territories (Balkans) Committee and then later referred to a committee on a still higher level. This agreement is to be concluded with the Greek Government and will cover the entire authorities of administration of the liaison mission. In its original form it was circulated with the agenda of the A.T.B. It is understood that the agreement is being studied by the Greek Government's legal department and the British Embassy's legal adviser in Cairo, but has not as yet been signed. When signed, it will give the administrative authorities required to implement the mission in performing its task.

The operating level of the chart comes under Brigadier-General King, a New Zealander, and is as follows:

Transport	Supplies	Medical	Agriculture	Vet.	PWE
		:			
		:			
		:			

Various Medical Units under Merra.

Transport: This will cover the transportation of the supplies from the main ports of discharge to other points as well as the transportation from points of production to points of consumption. The means of transport will by necessity have to be delivered to the Government who will also receive the supplies. The question of sufficient means of transport to distribute supplies is being studied by Brigadier-General King. It is my understanding that he calculates that a total amount of approximately 2,000 trucks of 2½ or 3 tons each will be required. In addition to this, he is planning on having at his disposal approximately 150 caiques for distribution of supplies to the islands. Some 30 of these caiques are already being built and funds have been allocated for this purpose.

Supplies: The supplies transported by the military and received by the liaison mission will, in accordance with the present plans, be turned over to a Greek Government for distribution. Should it be found that the distribution is not properly handled, other arrangements will be made. It is also planned to use the Swedish-Swiss Commission for distribution as well as the EOHA and any other committees such as the Patriotic League and Greek Red Cross, that may be in a position to make distributions properly. It is our understanding that it is planned to deliver these supplies to a representative Greek Government designated by the policy officials.

The supplies that will be needed have been fully calculated; in the case of food supplies on the basis that the population of 7,000,000 must receive 2,000 calories a day and that certain other supplies must be brought in to get public utilities running and the people producing. While reference has been made to the discussions with the Greek Government, the quantities referred to by the British Military are as follows:

A minimum of 50,000 tons of wheat per month, which it is hoped will be brought up to 55,000 tons, 1,000 tons of meat, 1,000 tons of pulses, 500 tons of coffee, 3500 tons of sugar, and 3000 tons of milk powder. In connection with milk, it is stated that they are having difficulties in obtaining the quantities of milk expected, due mainly to the fact that it is not available or cannot be spared.

It would appear that no consideration has been given to the possibility or likelihood of having in addition the quantities of food now being shipped in under the Swedish-Swiss relief plan. This is being commented on further down.

In addition to these food supplies, quantities of coal, gasoline and other liquid fuels will be shipped in, it is specifically stated that 12,000 tons of insecticide are contemplated, some seeds, medicines and hospital supplies, newspaper print, paper bags, blankets, matches. No fertilizers have as yet been planned for by the military and this because it has been decided that insecticides are more urgently needed than fertilizers as they understand that vines have suffered considerably due to lack of them. In saying vines, it is believed that they are thinking principally of currents and sultanina.

It is believed that this service also handles relief although specific reference to this was not made when explaining the present plan. This point will be clarified at a later date. In any event, the relief officer will also have close contact with the MERRA Units described in fuller detail under the Medical service. These units appear to be counting principally on private agencies for the proper handling of all relief matters.

Medical: This service is not only responsible for the distribution of medical supplies, but is also responsible for the entire program of epidemic control, hygiene, malaria control, children's welfare stations, etc.

It would appear that this part of the program has been thought out in much more detail than any other. Colonel Burke who heads this work would appear to be the author of the mobile unit plans referred to in the minutes of the Council of Voluntary Agencies. He states very emphatically that he has insisted that all distribution of all medical supplies must be through the Swedish-Swiss commission and through the machinery set up by them. The Colonel is a man of years of experience in China, Hong Kong, in public health work and he is drawing on this experience in his planning. This part of the planning includes the MERRA and the voluntary societies which will be used or it is thought will be used along the lines set by the Swedish-Swiss Commission and apparently in cooperation with them. Considerable stress is laid on mobile units for disinfection, epidemic and malaria control and for dispensing medicines and has been referred to in detail in the minutes of the Council of Voluntary Societies in Cairo; the chart goes in some detail into the activities of these various units. While Colonel Burke seems to be familiar with the number of doctors in Greece, he believes that considerable work

must be done in educating these doctors along different lines. He lays particular stress on the possibility of using mobile units as actual dispensaries in various outlying sections of the country where he believes the doctors are either not satisfactory or there are no doctors. Among these mobile units are also included the few caïques that are being built or will be built as mobile hospitals. Colonel Burke states that procurement and requisitioning for the supplies of hospitals, medical and pharmaceutical articles are well on the way. He believes it will be necessary before using some of these pharmaceutical articles to educate the public and even the doctors in their use.

Agriculture: Starting from the principle that the people must be helped to help themselves as well as the necessity to save shipping space, this service has made a very complete study on agriculture. The study has been prepared by the MESC agricultural division and specific requirements of agricultural machinery, seeds, fertilizers and insecticides have been worked out. It would appear that the military hardly realize what large quantities this study calls for. While the number of tractors seems excessive it is stated that this is necessary because of the lack of draft animals. The MESC study has, we understand, recommended 750 tractors and 200 combines; it is believed that this latter figure far exceeds the prewar combines in existence in Greece. The military have referred only to 12,000 tons of insecticide required for fighting plant disease, especially amongst the vines. Whether or not it would be better to replace insecticides by fertilizers will depend particularly on the time of the year when the country is liberated.

Veterinary: This service is considered essential because of the shortage of livestock, the starvation condition under which livestock existed and the necessity to build up livestock in the country.

There was no service for industry and this was specifically commented on by us in line with the general principles of the entire plan that if the population is to pay for their food, they must start working as quickly as possible and that particularly those industries which have been working for the Axis should at all costs be continued as the unemployment problem may become a serious one. We understand that after our discussions, the liaison mission has agreed to include a further division to be known as economic division which will cover industry and commerce. It should be stated that in the quantities of supplies both of coal and liquid fuel will be included in the procurement plan.

A division of the chart gives the divisions of the country into areas with certain large ports as supply centers and sub-divisions for distributions. No special comment is required as to this division which follows the orthodox lines taking the following ports to cover sections of the country. Corfu,

Patras

Patras, Kalamata, Piraeus, Volo, Saloniki, Cavalla, Syra, Mitylene and Candia (Heraklion) the last port will probably have to be changed for Suda Bay. Subsidiary ports are Preveza, Mesolonghi, Nauplion, Chalkis and Chios.

The divisions on the photostatic copy of the enclosed chart do not seem to agree with that on the maps of their headquarters.

It is hoped that during the first stage, representatives of the UNRRA will go in with the liaison mission to follow what is being done so that they can be fully familiar with arrangements and conditions and when the time comes, be able to take over from the military. I do not believe that any clear thinking has been done as to whether such UNRRA representatives can or will be used during the military period and how they will exactly fit into the plan.

PART III

Comments on Part I and Part II of memorandum on plans for administration of liberated Greece.

Part I in this memorandum covered the discussions had by the services of the Greek Government with the Civil Affairs Branch of the British Army in connection with planning for liberated Greece. It will be seen that discussions terminated before the Civil Affairs Branch was converted into a liaison mission.

Part II covers the plans as they were described by the senior officers of the British Liaison Mission and as of January 22, 1944.

While no reference was made by the British Liaison Mission as to their cooperation with the Greek authorities, it is obvious that up to a certain point they have drawn on the Greek authorities for information. No doubt when the routine courtesies have been exchanged the liaison mission will continue to draw on them.

The British Military authorities have apparently also drawn on other services, some of which are referred to in detail in Part II. The work has not as yet been completed and certain services are continuing to furnish information. Particular reference should be made to the so-called working party which consists of representatives of the British Liaison Mission and various American and British economic and relief services, including representatives of the American and British Embassies, and is preparing papers on various matters of interest to the mission. The working party meetings are held under the chairmanship of Mr. R. H. Owen of Ministry of Economic Warfare and will be referred to in a separate memorandum. Their work is by no way completed, nor is it anticipated that it will be completed in the early future.

Comments: The picture given in Part II shows how much work has been done without precluding the possibility of further and more drastic changes because of political or other reasons. While the plans appear to be good, the following comments occur to us:

Time Period: No limit on the time period of the military phase was given although I got the impression that they were planning to stay at least six months. A statement has been made, however, that they hope to have completed their task within two months.

Distribution of supplies and Cooperation with Swedish-Swiss Commission.

The statement that supplies will be distributed directly through the Greek Government as well as through the Swedish-Swiss Relief Commission, the and other agencies is somewhat

contradictory

contradictory, Presumably it is intended to deliver supplies to the Government and suggest to them that they in turn deliver through the Swedish-Swiss Relief Commission and that the latter use some of the agencies as their instruments. Any other manner would duplicate operations and make it impossible to control proper disposal. It may of course be possible in certain districts, provinces and towns to use the Swedish-Swiss Commission and in others use other agencies.

It certainly is difficult to understand why two different procedures are to be followed, one of delivering food and agricultural supplies to a Greek Government and the second of only distributing medical supplies through the Swedish-Swiss Commission.

It is not entirely clear whether the liaison mission has yet taken into consideration that the program now being handled by the Swedish-Swiss Commission will be continued in accordance with the request made by the United States and British Governments to Sweden. If it is thought that this program will cease, then the planning of supplies would appear to be inadequate along certain lines and this irrespective of the differences that have arisen in the discussions between the Greek authorities and the British as referred to in Part I. The Swedish-Swiss Commission have repeatedly emphasized that the people entirely lack protein food, and yet according to plans only 1,000 tons of meat will be shipped to Greece after liberation as against an inadequate quantity of 1,600 tons of fish and other highly concentrated protein products now being shipped under the present program. Again, in the case of pulses, it is planned to ship 1,000 tons of pulses as against 5,600 being planned under the program.

Again, the question of planning to sell all food as against the Swedish-Swiss practice of giving everything away needs reconciling. Even if it should be decided that all food will have to be sold, it is conceivable that a large proportion of the population will not be in a position to pay for it unless elaborate employment arrangements are planned.

UNRRA Participation. Reference has been made by the mission that they are hoping that representatives of the UNRRA will participate as observers. It would be well, however, before any definite principles are laid down, to discuss such principles with the UNRRA as any procedure during the military phase must by necessity become the continuing pattern and will bind the UNRRA. It is true that experience will show during this phase whether the plans are practical and workable or whether they will have to be changed, but it should be understood that if distributions are once made by the Greek Government, it will be difficult at a later date to change this method unless it has proved a failure and the public feeling is strongly against it.

UNRRA-MERRA Relationship. The military have in no way considered participation of the UNRRA in the relief program other than as observers. They have, however considered the participation

of the MERRA.

of the MERRA. If the MERRA is absorbed into the UNRRA and the UNRRA participates, this would solve the problem of continuity. It would be a somewhat peculiar situation if the MERRA was absorbed by the UNRRA but at the same time continued to operate during the Military period while the UNRRA did not.

Private Agencies: The work of private agencies is covered in detail in the plan and figure on the chart under the MERRA activities. The coordination of British private agencies has gone far ahead and in December 1943 the MERRA made a direct request to the American Private Agencies to participate in the council of private agencies under the guidance and control of the MERRA. In all plans it is foreseen that American Private Agencies will supply 500 personnel for the entire Balkans out of a total of 1,500 personnel required, 500 to be supplied by the Balkan nations, i.e. the Yugoslavs, the Greeks and the Albanians, and 500 by the British Voluntary Societies. Incidentally, the figure of personnel required seems unusually high. This request has been taken up by the American Private Agencies with Washington through Greek War Relief Association, New York, who have coordinated the activities of all American agencies for Greece other than the American Red Cross, and a reply has been received which gives the impression that it is felt that the UNRRA, in accordance with their statutes, must decide on this matter and that pending absorbing the MERRA the decision has been postponed. It should be understood that the British Voluntary Societies, who in prewar years had done little in Greece, are already training for major relief problems and that all official plans include using them. As a matter of fact, all British officials feel and repeatedly say that there will be no proper relief work done without the assistance of the private agencies who are the only ones able to handle case work.

The situation is today that while arrangements have been made for British Private Agencies (Voluntary Societies), the American Private Agencies who have always done the major relief work for many years past in Greece, have not as yet been authorized to participate. It should be realized that if they are to supply 500 personnel, it would take months to have them brought over here irrespective of the fact that it will take months to collect them in America. Unless some decision is taken in this matter at an early date, the participation of American Private Agencies is precluded. At the same time, there are certain supplies which it is hoped and expected that the American Private Agencies will furnish, supplies which are difficult to obtain from any other source, such as used clothing.

Relief Service: It will be seen that little is said by the British Military as to a relief service and yet in the chart a Chief Relief Officer figures next to the Medical Service. In trying to obtain some clarification of this discrepancy, I have been advised that this has not as yet been thought out very fully. A relief officer has been appointed and he is planning to have some ten officers working under him, and expects to get the assistance of the Voluntary Societies coordinated by the MERRA with a view principally to handling some 175,000 displaced persons. This part of the planning will undoubtedly have to be radically changed at some future date since the entire project is a relief one and innumerable relief activities will be required.

Financial aspects.

Financial aspects: Reference has been made to the statement that it is expected to sell supplies to the Greek Government and have the government sell them to the people at cost. Considerable concern is expressed as to the necessity for decisions on such questions as currency as well as to the possibility of the Greek Government being able to pay for these supplies. The impression is given that it is understood that there is every likelihood of the Government paying for these supplies, in the form of loans. Presumably if this is so, and the supplies are not to be a gift but a loan, all questions of such supplies should be discussed and agreed on with the Greek Government. Again, no thought seems to have been given in the event of the continuation of the Swedish-Swiss programs as to how the quantities shipped in under that program and given either as gifts or under lend lease and now distributed practically as a gift, will be distributed after the liberation and how such distribution will be reconciled with supplies imported by the military which will be sold at cost. Nor has there been any planning as to how the people in general will be helped to find the means to pay for supplies unless this problem will be tackled by the new economic service that is being set up on the chart. The general impoverishment of large masses of the people seems to be hardly realized as also the difficulty of setting in motion the wheels of commerce of imports and exports.

Agricultural supplies: In discussing the imports of supplies in general the military have laid considerable stress on the importance of certain agricultural supplies as referred to above. The study of the agricultural requirements have been made by the MESC and it would appear that the MESC representative would move in with the military and be in charge of the entire agricultural picture in the set-up. The report drawn up by the MESC as to agricultural requirements of Greece is extremely broad and contains full specifications of one year's requirements, which cannot be shipped or perhaps even procured during the military period. We know that the military have fixed a portion of these estimates by priorities as part of their military procurement and it is hoped they will also specify seasonal requirements according to the time of liberation. It is obvious that fertilizers are not required to any great extent in the ~~fall~~,* just as wheat, barley and oat seeds will not be required in the spring but will be required in the fall. I understand that the agricultural specifications worked out by the MESC total 376,536 tons, of which 73,173 tons would represent the quantities required during the military period and presumably approved by them as military requirements.

Balkan Economic Center: It is my understanding that supplies for the liberated territories will at an early date be handled by a new center under this name. The Balkan Economic Center will be responsible for all supplies for the Balkans and will be a continuation of the MESC as far as the Balkans are concerned. It is suggested that it will be responsible to screen all present and future requirements for the Balkans, procure and stockpile such supplies, discuss and possibly handle economic matters.

Geographical

* spring and insecticides are not required to any great extent in the fall,

Geographical Division of Country: Reference has been made to the fact that the geographical division by areas follows the principal ten or eleven ports, having a capacity to handle larger ships. The chart, as prepared, is somewhat misleading. In view of the verbal explanations given, we believe it must have been changed. If not, it will have to be gone over once again to comply with the means of communication, port facilities, density and location of population, and other important factors. We say this because we note in the chart that the headquarters for the Peloponnesus are given as Tripolis. Looking at the map this is in the center of the Peloponnesus and looks alright. In practice, however, it is not a bit suitable as it is impossible to communicate with the northern shores of the Peloponnesus except by way of Corinth. Because of this, if the whole territory is to be covered by one place, this could better be done from Corinth or even from Athens. From a communications point of view the Peloponnesus should be divided into two, with the port of Patras possibly as one headquarters, and the port of Kalamata as the other.

Cooperation with the Greek Government: It will be seen from Part I that a certain amount of consultation with the Greek Government has taken place; it is also however apparent that the British Military have not completely taken the government into their confidence. This is certainly unfortunate, when questions of agriculture, industry and the geography of Greece are concerned as some of the plans contemplated show lack of knowledge and appreciation of conditions and certainly of the psychology and habits of the Greek people. If the Greek Government is to be debited with the expense of relief and rehabilitation of the country presumably they will at some future date have to be consulted and sign requisitions when considerable ill feeling may be felt.

Combined Anglo-American action: The British military and specifically General Hughes have advised that definite decision has been taken that the entire operation will be a combined Anglo-American one. It is my understanding that General Hughes and Colonel Bellm, the American officer in charge of the economic section, have both been to Algiers and received this advice from the Commander-in-chief of the combined forces in the Mediterranean, General Wilson. The Colonel is now awaiting a directive from Washington. The British state that they are anxious for close cooperation; they have talked of handling the job shoulder to shoulder with the American Army. The American officers have talked of a cooperative operation and visualized that the positions would be shared equally. They feel that if the officer in charge is British, and as he has already been chosen, he will presumably be British, the deputy should be American, the next important position should be American, with the deputy British, and so along the line. If it is intended to be a combined action without the intention of following the man to man principle, this will presumably be clarified and specific instructions given to preclude any friction. It is to be hoped that the positions will be chosen in accordance with the principle that the person having the best qualifications handles each specific job. It may be necessary to clarify who will fix policies, especially on a political level.

BALKAN MISSION ORGANIZATION

