

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

GREECE MISSION

Headquarters

Athens, 17 March 1945

From Office of Deputy Chief of Mission for Finance and Administration

To: Regional Directors

Subject: Second Quarter Budget

Attached find the Second Quarter 1945 Operating Budget, Relief and Rehabilitation Services, for the region under your direction.

This letter serves as your authorization to obligate and expend funds within the limits set by this budget and by prescribed procedure covering your fiscal and personnel operations. You may delegate this authority to the administrative officer attached to your staff; however, you will continue to be responsible for and to be held accountable for these operations in your region.

Local currency to the amount indicated in this budget will be placed in an account in the local bank, name of which you will be informed later. These funds may be withdrawn only on your signature countersigned by your administrative officer.

General procedure is being sent to you in connection with the above. If you have questions, I shall appreciate your sending them to me at once.

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REPORT ON GREECE
PREPARED BY THE GREEK SECTION, BUREAU OF AREAS
COVERING UNRRA OPERATIONS IN GREECE
TO APRIL 1945

PART ONE - GENERAL INTRODUCTION

The purpose of this report is to recount chronologically and factually the background of UNRRA's Mission to Greece up to the time of its assumption of direct responsibilities for relief and rehabilitation in the country. The report will deal with the work of the Joint Relief Commission, the organization of the Missions, negotiations with the military, relations with the Greek Government, the ability of the Government to pay, and supply problems. Important agreements, documents and source material, are attached, or where this is not feasible their availability for reference is indicated.

Greece, with an area of approximately 50,000 square miles, is a mountainous country on the mainland and the islands. (See Appendix Ia). Only about 20 percent of the total area is available for cultivation. Roughly, two-thirds of the population of approximately seven and a quarter million are settled on the land and one-third are living in the relatively few large towns and cities.

The present government of Greece was provisionally set up for Administration and to conduct elections after a period of exile, dating from April 1941 until November 1944. The government of Greece had been reconstituted a number of times during the latter period of its exile and its establishments first in London and later in Cairo derived its authority from King George II. After the return of the government to Athens, the King appointed a Regent in the person of Archbishop Damaskinos, who in turn accepted the resignation of the Papandreou Government and appointed the present Prime Minister, Nicholas Plastiras. This was made necessary by the outbreak of civil strife in the country under the Papandreou Government.

Greek economy has always been faced with the necessity of importing food

*Greece Economic
+ Financial Development*

supplies to meet the needs of the population. These imports have been covered by her exports of tobacco, olive oil, raisins and currants, together with her relatively large merchant marine and ocean transport.

Low rainfall throughout most of Greece has been one of the factors limiting agricultural production in the country, which otherwise could produce a wide range of food and industrial crops. (See Appendix Ib.) In the years immediately before the war, Greece produced sufficient cotton to meet the needs of the country.

In the two decades prior to the outbreak of the war, Greece had made very considerable progress in developing various industries. (See Appendix Ic.) The following are the principal ones: textile industry, cement industry, paper industry, chemical industries, and fertilizer, to which could be added a fairly long list of small industries such as tanning, plastics, agricultural implements, furniture, pottery, etc.

The railroad transportation in Greece, (See Appendix Id) consisted of a meter gauge line which circles the Peloponnese and extended over the Isthmus of Corinth to Athens. From Athens a standard gauge railroad extended northward to Salonika with a short branch to the port of Chalkis. From Salonika there was a line extending northwest about 140 miles to terminate in the Yugoslav city of Monastir. The main line ran northward to Belgrade, of which 45 miles lay in Greek territory, and a line eastward from Salonika to the city of Alexandroupolis, and thence north to form a junction with the Sophia - Istanbul line at Pythian. A network of hard roads, roughly covering the same territory, exists in Greece with relatively new roads running from Athens westward and northeastward over the mountains to various points on the Adriatic coast and in the interior. In like manner, a similar network of roads go out from Salonika which do not parallel the railroads but in general cover the same territory. All

towns and villages in Greece were connected by telephone or telegraph with modern dial telephones in the cities of Athens, Piraeus, Patros, Salonika and Davala. Cable connections to the principal Greek islands also existed.

At the time of the liberation, the transportation system of Greece was in a ruined state; the railroads not able to operate, the roads in bad condition and motor transport practically non-existent; and an almost complete lack of even small boats left the islands and outlying parts of the country almost without communication with the chief centers of production and of population.

In the decade prior to the outbreak of war Greek currency fluctuated considerably, roughly within the limits of 100 to 150 drachmas to the dollar. Very shortly after the occupation, inflation set in and reached fantastic figures in November, 1944, when the drachma was stabilized by the Greek Government at 150 to the dollar and, practically speaking, all internal debts, savings, etc., were wiped out when the value of the inflated currency was put at one new drachma to 50 billion of the inflated currency.

Greek foreign trade was principally an exchange of her tobacco, raisins, olive oil and dried fruits for wheat, transportation equipment, industrial equipment and of raw materials and processed consumers' goods, augmented by the services of the Merchant Marine.

SECTION ON FOOD, CLOTHING AND SHELTER:

Food: The principal import of food into Greece is wheat; normally the requirements are about 50,000 tons a month or 600,000 tons in a year. Since 1941, except for the imports by the Joint Relief Commission of the International Red Cross, the activities of which are described elsewhere, Greece has been cut off from this supply. The consequences have been disastrous and manifold in their effect. Added to this was the occupation by Germans and Italians,

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and Bulgarians, resistance activities to this occupation, reprisals, all following after the debilitating but victorious six months campaign against the Italians in Albania. Local production of food decreased. Draft animals disappeared for food or were destroyed in reprisals, further tending to cripple agriculture and famine and want has stalked the country and is still prevalent.

Clothing and Footwear: Available stocks of cotton, wool and leather were withdrawn from the country by the axis powers and the clothing and footwear situation had reached a point when Greece was liberated where it constituted as acute a need for the people as food.

Shelter: Reprisals carried out for sabotage and resistance activities during the occupation are responsible for the principal shelter requirements in Greece. Official estimates of the number of homes destroyed (see appendix Ia) indicate more than one hundred thousand houses without roof in the rural districts. In many of the urban communities glass is out and the minor damage has been widespread. No official reports indicating the extent of the damage to the city of Athens during the civil strife in December and January are available, but it has, however, been serious.

PART TWO - RELIEF FOOD DISTRIBUTION BY THE JOINT RELIEF COMMISSION

After the axis occupation of Greece at the end of April 1941, the Greek civilian population was faced with a severe shortage of food. It became clear in July 1941, that a state of famine was likely to arise in Greece, especially in cities and on the islands. (See Appendix II) Accordingly, the British Government, in consultation with the Greek and United States Governments, approached the Turkish Government regarding the possibility of purchasing foodstuffs in Turkey for shipment to Greece. Since the relief foodstuffs would be provided from within the blockade area, that did not constitute any breach of blockade regulations. On August 20, 1941 the Turkish Government agreed to permit the export of 50,000 tons of various foodstuffs to Greece. Food shipped to Greece during the period from October, 1941, to August, 1942, consisted of emergency gifts brought by charitable organizations from various countries, principally Turkey. The bulk of these supplies was delivered to Greece in Turkish ships accompanied by representatives of the Turkish Red Crescent.

These shipments proved insufficient to prevent the development of appalling starvation in Greece during the winter of 1941-42. A special emergency shipment of flour and other supplies from the United States was permitted in April 1942 but it was manifested that only a large-scale and regular program of relief supplies would save the Greek people from annihilation by starvation. After long negotiations beginning in February 1942, an agreement was concluded in August 1942, according to which the British and American Governments agreed to relax blockade restrictions and the Swedish Government, assisted by the Swiss, conducted negotiations with the German-Italian Governments for the organization of a neutral relief commission in Greece.

Under the terms of the agreement, relief supplies were to be shipped to

Greece on Swedish vessels sailing from North America under safe conduct from both allied and axis authorities. Distribution was to be in charge of the Swedish-Swiss Commission organized under the auspices of the International Red Cross Committee. The occupying powers promised to this neutral commission the necessary control and reporting facilities and gave assurances that under no circumstances would relief supplies or recruitment be confiscated. They also agreed that any local food supplies consumed by their armies and officials or exported by them would be replaced by food imports on their part of equivalent caloric value. The August 1942 Agreement has been continued without interruption on an increasing scale. The original monthly shipment of about 18,000 tons of foodstuffs was increased later and the fleet of eight ships accordingly increased to 15 vessels.

The Relief Commission undertook to distribute relief foodstuffs to the Greek civilians under German-Italian occupation. (See Appendix I g) Over three million people have been receiving regular rations from the Relief Commission and for many of them the relief supplies were practically their sole means of subsistence. No relief distribution was provided for Thrace and those sections of Macedonia annexed by Bulgaria.

A number of governments and several specially organized relief organizations, such as the Canadian Government and Red Cross, Lend-Lease, American Greek War Relief, American Red Cross and the Argentine Government have shared in the Greek relief program.

The protagonists in carrying out the Greek relief program have been Sweden and Switzerland. Sweden played a unique part. The Swedish Government conducted negotiations with the German authorities; Swedish ships carried the relief supplies and Swedish representatives, together with their Swiss associates, were in charge of relief distribution in Greece. In addition, Sweden herself made con-

siderable contributions. The Swiss representatives of the International Red Cross Committee had a relief mission in Greece before the trans-blockade relief program began and later shared in the administration of the August 1942 program. A special Swiss mission has been assigned primary responsibility for medical and child welfare work and for the provision of medical supplies for hospitals and to various welfare institutions. Switzerland also has contributed considerably to Greek relief.

The reports regularly submitted to the United States and Great Britain by the Joint Relief Commission about its activities in carrying out the relief program provided valuable material not only as a factual account of relief operations in a country under axis occupation but more important, as a basis for present relief programs instituted and carried on after the liberation of the country by the United Nations.

PART THREE UNRRA MISSION ORGANIZATION

A. UNRRA BALKAN MISSION. Immediately upon the establishment of UNRRA as an organization on 1 January 1944, members of the headquarters staff devoted their attention to the development of an administrative plan for the Balkan Mission. A formal document circulated to Bureau and Division heads by Mr. Menshikov on 2 February 1944 (See Appendix II) stated that the purposes of the Balkan field mission would be:

1. To formulate operating plans for relief and rehabilitation activities in Greece, Yugoslavia and Albania.
2. To operate the Middle East refugee camps.
3. To conduct specialized, as well as general overall training programs for all persons under the administrative jurisdiction of the mission.

Within the Balkan Mission, it was proposed to have an Office of Greek-Albania Planning and an Office of Yugoslavia Planning, each to consist of a Deputy Chief of Mission, a Special Assistant, an Economic Advisor, and a Distribution Specialist. The total staff required for the Balkan Mission was estimated at 135, including 98 professionals, 9 confidential secretaries, 25 local stenographers and 3 local accounting clerks.

Further discussions of organizational structure and personnel requirements were carried on simultaneously by Governor Lehman and his associates in Cairo and by members of the Headquarters staff in Washington.

On 6 April 1944, immediately prior to his departure from Cairo, Governor Lehman appointed (See Appendix III) Mr. W. T. Matthews (UK), later made Sir William, the Director General of UNRRA to be Chief of the Balkan Mission, together with Mr. Leo Gerstensaag (US) to be Deputy Chief of Mission for distribution and transport, Mr. Alvin Roseman (US) to be Deputy Chief

of Mission for Finance and Administration, Doctor William Brown (US) to be Director of the Health Division and Mr. Lincoln Kelsey (US) to be Director of the Food and Agricultural Division. Mr. Laird Archer (US) was appointed Chief of the Greek Mission.

Upon Governor Lehman's return to Washington, final conferences regarding the administrative plan for the Balkan Mission took place, and on 9 May 1944, Mr. Menshikov transmitted (Appendix IV) to Mr. W. T. Matthews, (1) The final administrative plan and operation chart for the Balkan Mission, (2) Recruitment schedule for the Balkan Mission and (3) The schedule on proposed priorities for air and sea transport of staff members proceeding from Washington to Cairo for service with the Balkan Mission.

The administrative plan stated that the Balkan Mission would be responsible for -

- (a) Assisting the military in formulating the operating plans for relief and rehabilitation activities for the military period, and for formulating the operating plans for relief and rehabilitation activities for the post-military period, in Greece, Yugoslavia, Albania and such other Balkan countries as may become fields of UNRRA operations;
- (b) Assisting the military in estimating and coordinating the relief and rehabilitation supply requirements for the Balkan countries for the military period, and for estimating and coordinating such requirements for the post-military period;
- (c) Conducting specialized as well as general overall training programs for all persons under the administrative jurisdiction of the Mission.

The Administrative plan further stated that the Balkan Mission should be staffed by a small group of regularly assigned personnel,

plus a much larger group of personnel which would be available for assignment when needed to the Greece, Yugoslavia and Albania country missions.

The Chiefs of the Greek, Yugoslavia and Albania Missions respectively, were to be responsible under the general direction of the Chief of the Balkan Mission, for the development and integration of the relief and rehabilitation program for the respective countries during the military and post-military periods; for maintaining liaison with The Military Authorities Governments, governmental and intergovernmental agencies and private voluntary societies; and for planning personnel requirements for the respective country missions and for making recommendations with respect to the selection of personnel. Yugoslavia and Albania Missions were envisaged principally as planning offices, drawing upon the functional Bureaus and Divisions of the Balkan Mission for staff and services.

The first four recruitment schedules issued respectively on the 6th and 20th of April and the 6th and 16th of May were incomplete and omitted Health Division personnel. Finally, on 20 May 1944, a complete recruitment schedule (See Appendix V) including Health Division personnel was issued. This recruitment schedule called for a total of 450 regular UNRRA employees, with a suggested distribution among the several missions and offices as follows:

- 191 for Greece
- 182 for Yugoslavia
- 55 for Albania
- 50 for Cairo office
- 12 for the Middle East Camps.

Administrative funds for the Balkan Mission were provided by Administrative Budget Allotments Order No. 1944-10 (See Appendix VI) which was signed by the Director General on 14 July 1944 but dated back to 31 March 1944. The lump sum amount allotted by this Order for the salaries of regular employees

was based upon an estimate of 450 regular UNRRA employees, but there was no formal relationship between the allotment order and the recruitment schedule. The allotment order also contemplated that there would be 250 persons furnished by the voluntary societies and also some local temporary employees in the Cairo office. No provision was made however, for the more than 300 British military personnel who were engaged in running the Middle East refugee camps.

The Balkan Mission finally came into existence on 1 May 1944, simultaneously with the absorption by UNRRA of the MERRA. On that date Mr. W. T. Matthews assumed the position of Chief of Mission and the UNRRA and MERRA employees present in the Middle East were transferred to the Balkan Mission.

Following the completion of these initial formalities, the attention of headquarters was focussed on recruiting personnel for the Balkan Mission, training such personnel at the training school at College Park Maryland, and transporting such personnel to Cairo as travel space became available.

In Cairo, attention was focussed on receiving new staff members arriving from Washington and London, recruiting staff in the Middle East, training staff at the MAADI training camp, assigning staff to the several country missions and preparing functional plans for operations in the military and post-military period in the several countries.

The importance of developing a pool of medical personnel for service wherever needed rapidly became apparent and on 10 June 1944, a recruitment schedule (See Appendix VII) was issued calling for 113 doctors, nurses and other medical personnel. Although this recruitment schedule was in the form of a schedule for services in the Middle East Camps, it was the intention from the beginning that this medical personnel would be used wherever needed and would serve in the Middle East Camps only until other needs arose.

Minor modifications in this recruitment schedule were reflected in the revision issued on 1 July 1944. On the basis of further planning in Cairo, a number of requests were made by the Balkan Mission for increase in the Balkan Mission recruitment schedule.

The sixth recruitment schedule issued on 20 July 1944, called for a total of 483 regular UNHRA employees, an increase of 33 over the recruitment schedule were issued although a number of increases continued to be authorized from time to time.

In September Cairo submitted a proposed revision of the recruitment schedule (See CANA 237, Appendix X III) broken down by country missions and calling for a very substantial increase in staff over the recruitment schedule of 20 July 1944. Since the proposal was not accompanied by any statement of justification, it did not receive headquarters approval. Cairo was asked to review the situation further and to submit a firm proposal. In mid November a revised recruitment schedule (See Appendix IX) was submitted for the Greek Mission; this called for 218 positions, which was a reduction of 101 from the 319 which had been requested for Greece in September. Although this proposal was unaccompanied by any statement of justification, it seemed more realistic than the September proposal and was so much closer to headquarters thinking on staff requirements for Greece that approval was granted by headquarters. Similar proposals were promised by Cairo for Yugoslavia, Albania and the Middle East Camps, but these were never received in headquarters.

As the first quarter of 1945 approached, headquarters was in a dilemma as to making first quarter budget allotments. The recruitment schedule for Greece was the only type of budgetary material which had been submitted by Cairo and no other budgetary materials were available to headquarters for review and action. After lengthy discussions of this and related problems,

it was decided by headquarters to discontinue the recruitment schedules and to continue the practice of lump sum budget allotments for expenditure at the discretion of the Mission Chief (See Appendix E-X). It followed from this decision (See Appendix E-XI), that recruitment could be undertaken in London and Washington only upon specific requisition by Cairo. Accordingly, since mid-December, there has been no recruitment by Washington except upon receipt of specific requisitions from the appropriate field mission. Very few such requisitions have been received.

The following table summarizes the staffing schedules proposed by Cairo and the estimates used by headquarters as the basis for the first quarter lump sum allotments for personnel services:

STAFFING SCHEDULES

	CANA 257 (App VII) 16 Sept. 1944	Cable 725 (App E X) 14 Nov. 1944	Estimates used by headquarters basis for first quarter budget allotments (App VIII) 6 Dec. 1944
Greece	519	218	299
Yugoslavia	500	-	260
Albania	75	-	62
Camps	-	-	22*
Cairo Office	155	-	77
TOTAL	829	218	720*

* Plus an estimated 385 British Military personnel engaged in camp operations.

By the end of 1944 UNRRA had in the Balkans and the Middle East and at advance mission bases at Bari, more than 800 workers, approximately half of whom were regular UNRRA employees and the other half were voluntary agency personnel. Another 150 were either enroute or were awaiting transportation. The following table summarizes the staff that was available as of 31 December 1944:

Available Personnel

	Total Avail. 31 Dec. 1944	In place 31 Dec. 1944	Enroute or awaiting trans. 31 Dec. 1944	Number actually sent from Wash. as of 31 Dec. 1944
Greece	155	155	-	-
Yugoslavia	76	76	-	-
Albania	23	23	-	-
Camps	41	26	15	-
Cairo Office and unassigned	220	103	117	-
Sub-total	515	383	132	332
Voluntary agency personnel	442	422	20	66
TOTAL	957	805	152	398*

*An additional 62 were sent out from Washington during the period 1 January - 26 March 1945.

These figures do not include the more than 300 British military personnel engaged in camp operations in the Middle East nor the very substantial number of local personnel at the Cairo office.

With the establishment of the separate country missions, the original directive to the Chief of the Balkan Missions had become obsolete, and on 6 February 1945, the Director General issued revised directives to the Chiefs of the UNRRA Balkan Mission and the UNRRA Greek Mission.

Under the revised Balkan Mission directive (See Appendix XIII) the Balkan Mission was to be directly responsible for the administration of the Middle East camps, for the supervision and coordination of Displaced Persons Operations, and for procurement functions assigned to the Middle East. Pending dis-establishment, the Balkan Mission was also to be responsible for supervising and for providing general guidance and assistance to the Greek, Yugoslav and Albanian Missions.

The Directive for the Greek Mission (See Appendix XIV) outlined the purposes and scope of the Mission, the functions of the Chief of Mission, the relations of the Greek Mission with the Balkan Mission and communications procedures between the Greek Mission, Balkan Mission, Washington headquarters and ERO.

Shortly after the issuance of these directives, Mr. Roy Hendrickson, Deputy Director General in Charge of Supply, was vested by the Director General with plenary powers to visit the Middle East, to organize and reorganize the Country Missions and the Balkan Mission, and to take a wide variety of other actions of an executive and administrative character. Mr. Hendrickson was accompanied on this trip by Mr. George Xanthaky the Chief of the Southern European Division of the Bureau of Affairs.

On reaching the Middle East, Mr. Hendrickson exercised his authority by making sweeping changes. Sir William Matthews resigned as Chief of the Balkan Mission. M^r. Laird Archer resigned as Chief of the Greek Mission, the Balkan Mission as such was terminated. The Greek Mission, the Yugoslav and Albanian was made independent of Cairo, and on March 9, instructed to report directly to Washington. Dr. Hyde was made head of the new Middle East Office, with responsibilities for Camp, Repatriation from the Middle East and certain procurement responsibilities. Mr. Pierce, of Displaced Persons office, being named Deputy Chief.

M^r. Buell Maben was named as Acting Chief of the Greek Mission. An agreement with the Greek Government was signed March 1st. It is understood that beginning with April 1, the Greek Mission will report directly to the European Regional Office.

B. UNRRA MISSION TO GREECE. The Greek Mission operated as an integral part of the Balkan Mission from the beginning of May until October 1944. On 5 October 1944, Cairo informed headquarters (See Appendix XV) that the Greek Mission was ready to operate as a separate entity. Shortly afterwards on 26 October 1944, the Mission Chief arrived in Athens and from that time on, a continuous stream of UNRRA personnel was going forward for service in Greece. During November the principal activities (See Appendix XVI) were discussions with the Greek Government of the Greek Government proposals to balance its budget in part from the proceeds of sales of UNRRA supplies; the going forward of UNRRA personnel to Patras; negotiation of the so-called integration proposals with the military which culminated in the agreement of 24 November are discussed in Part III; there was also developed by UNRRA an Appreciation and Plan for a Distribution System and Price Policy for Greece. (See Appendix XVII).

As a result of the hostilities which commenced in the Athens area on 3 December, the following steps were taken. (See Appendix XVIII)

1. Disassociation of UNRRA from the desk to desk working integration with ML, which was now working under the command and supplying staff to the 3rd Corps military forces. This was effected by applying Clause 11 of the November 24th integration agreement which foresaw a possible situation that might impair the impartial status of UNRRA but did not abrogate the general policy authority of ML as established by the April 3rd basic agreement still in effect. Actual procedure was to withdraw UNRRA staff from the 3rd corps HQ Building and from ML District 1 HQ to separate UNRRA HQ temporarily established in quarters adjoining the American Embassy when the UNRRA building in Clathmonis Square became untenable. Elsewhere then in the combat area, UNRRA operations continued to be integrated with ML command as before.

2. Return to Cairo of about half of the UNRRA staff in the combat area under the order of General Scobie C-in-C of military operations, which required

removal of all civilians not engaged in activities essential in the emergency. The original limit of 10 UNRRA staff to remain was amended to reach forty as emergency demands upon our services developed. This included Region B Staff called in by ML to take over civilian hospital reorganization in Piraeus. A number of these who returned to Cairo were ordered to districts outside the combat area to strengthen services still functioning with a degree of normalcy, principally the Aegean and Cyclades Island areas. Out of 107 UNRRA overseas personnel in Greece on December 1st, 65 remained, although some were replaced as the difficult month wore on.

3. Some of the staff members were returned to Cairo or assigned to revise previous planning in the light of actual conditions spot checked during their stay in Greece. The remainder of the returned staff undertook interim study courses.

4. Attachment to JRC in Athens of UNRRA services to fill gaps left by departure of Swedish and Swiss supervisory personnel who had left for home on the original schedule when it was expected that both the Swiss Red Cross and JRC would withdraw from the responsibility in the Capital area December 15.

5. Responsibility was given the UNRRA Medical Division by ML early in the hostilities, in conjunction with the Greek and Swiss Red Cross for a central bureau to survey hospital conditions and requirements and for the registry and placement of available Greek Medical and nursing personnel. It should be noted that the ministry of public health was closed entirely during the hostilities, with its personnel isolated for lack of communications or prevented by combatants from leaving their homes.

6. Later this developed into the assignment to reorganize the hospitals, medical and sanitary services of the capital area in conjunction with the Ministry of Health and the city administration. This required the calling forward of 23 emergency medical and sanitary personnel from Cairo, together with voluntary

society teams trained in typhus control and mobile services. Large numbers of civilian wounded, homeless and persons fleeing from danger areas had created a situation with which the public services alone in their present state were unable to cope.

7. Formal request was made of UNRRA by the JNC to take responsibility for the reorganization of warehousing for contributed clothing from abroad, the receiving, sorting, conditioning and other preparation for distribution which will continue under JNC until their withdrawal from administrative responsibility February 15th. Overseas representatives of Greek War Relief Association principal donors, and the American Red Cross were assigned this responsibility by the UNRRA Welfare Division.

8. On request of the Attika Command, the Athens section of the Welfare Division undertook organization of temporary shelter and placement of refugees from demolished homes. The Attika Command which has responsibility for the refugees, provided a requisitioned building, the Ministry of Public Assistance advanced funds for operations and ML the supplies for 3 day feeding of each individual if required. Displaced Persons personnel, temporarily loaned to Welfare Division for the emergency, undertook the temporary direction of the project.

9. Under agreement with the Swiss Red Cross and ML, special attention was given to reopening and reorganizing child feeding stations, financed by local organizations from American funds as to staff, and supplied by JNC from ML stores.

Services in the Districts: Provisional responsibility for supervising distribution under ML policy control when the JNC withdrew from the provinces November 15, was continued throughout December in a limited area around the parts of Salonika, Patras and Prevesa and for part of the north around Volos, Kalamata and Kavalla until ML withdrew from these regions, taking our personnel with them. In addition, some convoys were supervised into western Macedonia from Salonika.

The Aegean and Cyclades Islands activity, limited by the difficulty of getting personnel transport from Athens or Cairo, continued undisturbed. Details of the above service and considerable reconnaissance are given later in extracts from the reports of district and regional directors. It should be stated that the provisional responsibility for supervision of distribution was accepted pending the extension of the central government's authority, so far limited to the Capital area, or clarification of status in relations of ML and UNRRA with the self-established local authorities. The proposal of ML to the Central Government that UNRRA provide supervision with the government taking physical responsibility for distribution may become applicable to the Capital area when the JPC withdraws on 15 February but the situation in the provinces remains confused. Our directors report satisfactory liaison with the local authorities but such remains to be defined before continuing responsibility for supervision should be undertaken. A conference with District II and III directors is scheduled for Athens early in January.

PART THREE - UNRRA-MILITARY RELATIONS

Agreements with the military have been most important factors in all the work in the Middle East. UNRRA, lacking its own transportation and supply system, must necessarily have closest possible relations with the military, even during the UNRRA period. Further, UNRRA has been made the agent of the military in distributing relief even during the "Military Period" during which the Military has primary responsibility. The first agreement with the Military was signed in April 1944 by the Director General in person. Eight other important agreements are worthy of attention. They are listed below in a footnote, and they will be treated in summary in their chronological order in the following sections. The complete documents are attached in appropriate appendices.

1. THE UNRRA MILITARY AGREEMENT (Appendix XIX), 3 April 1944, was signed for the Military by Maj. Gen. I.T.F. Hughes (C.B., D.S.O., M.D.), Commanding Allied Military Headquarters, (Balkans) and Brig. Gen. Benjamin F. Giles, U.S.A.F.I.M.S., and by Director General Lehman for UNRRA.

NOTE:

1. UNRRA-MILITARY AGREEMENT, 3 April 1944, is the basic document (App. XIX)
2. INITIAL DIRECTIVE WITH REGARD TO EMPLOYMENT OF UNRRA PERSONNEL 29 August 1944, at Cairo, (App. XX)
3. DIRECTIVE CONCERNING EMPLOYMENT OF UNRRA PERSONNEL, (App. XXI) 16 September 1944, superseding the unsatisfactory "Initial Directive",
4. INTERPRETATION OF THE AGREEMENT OF 3 April 1944, by the Washington CCAC 11 October 1944, (App. XXII)
5. AGREEMENT AS TO CONDITIONS OF SERVICE OF UNRRA PERSONNEL (INCLUDING MEMBERS OF VOLUNTARY SOCIETIES), 18 November 1944, Washington, a long and detailed document. (App. XXIII)
6. MEMORANDUM OF AGREEMENT REGARDING CIVIL ADMINISTRATION, JURISDICTION AND RELIEF, MILITARY OPERATIONS IN GREECE, 24 November 1944, Athens. (App. XXIV)
7. BASIC AGREEMENTS MADE BETWEEN MILITARY AND UNRRA, 24 November, 1944, Athens. (App. XXV)
8. PROPOSALS MADE BY UNRRA RESPECTING UNRRA OPERATIONS IN GREECE, submitted to the CCAC by Mr. Lehman, 6 January 1945, Washington. (App. XXVI)
9. RELINQUISHMENT OF COMBINED MILITARY RESPONSIBILITY FOR BALKAN RELIEF, paraphrase in Cable 151, Washington to Cairo, 6 February 1945. (App. XXVII)

It is a simple document, typed on two pages, with three headings:

ASSUMPTIONS, that UNRRA will take over MERRA, will provide necessary personnel; and will administratively supervise civilian personnel and organizations;

TASK, i.e. acting under Allied Military Liaison Forces will along Medical lines seek to prevent spread of disease and render medical aid; in Relief, provide necessary welfare service and assist in repatriation; in Supplies, determine means and supervise distribution of supplies, and fight black marketing; in Emergency Rehabilitation assist in rehabilitation in agriculture, industry, transportation, and public services necessary to relief. Further, the TASK contemplates ultimate taking over by UNRRA;

PLAN, which calls for an estimated number of UNRRA personnel reaching to 1,005 for Balkan operations.

2. THE INITIAL DIRECTIVE WITH REGARD TO THE EMPLOYMENT OF UNRRA PERSONNEL

DURING THE PERIOD OF MILITARY RESPONSIBILITY (App. IX) was prepared in Cairo and signed by General Hughes and the American Brigadier General P.L. Sadler on 29 August 1944. This is an interpretation of the 3 April Agreement and appoints UNRRA agent of the Military. "UNRRA will be completely under Military direction and control." "All decisions of policy rest with the Military Command," though the views of UNRRA are to be considered. And complete Military-UNRRA understanding is recognized as important to hasten and facilitate complete transfer of operations from Military to UNRRA.

The basic operational procedure is set forth in the "Basic Appreciation and Plan," covering 42 mimeographed pages for rationing. UNRRA personnel will be assigned to ML Commanders and Staff Officers as "opposite numbers" or deputies. There will also be Advisory Personnel, Operational Units, Special Assignments and a Distributive Staff.

3. DIRECTIVE CONCERNING EMPLOYMENT OF UNRRA BY THE MILITARY DURING THE PERIOD OF MILITARY RESPONSIBILITY, (App. XXI), superseding the "Initial Directive" of 29 August, was signed by Generals Hughes and Sadler on 16 September. While following somewhat fully the outline of the "Initial Directive," it greatly alters the absolute power of the Military, and far more adequately safeguards the integrity and authority of UNRRA. It provides for example "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." Again "In case of disagreement, the view of the Military will prevail subject to a right of appeal to the next appropriate higher authority." "Wherever practicable, UNRRA will be assigned entire functional or geographical tasks to be performed under the administrative supervision of the appropriate senior UNRRA representative." "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 patterns". "Instructions for UNRRA PERSONNEL will, in all possible cases, be transmitted to the senior UNRRA representative, and by him to his subordinates." UNRRA personnel "will participate in discussions on matters of policy, organization and operational procedure." Even during the Military period "Senior UNRRA executive officials will direct the entire body of UNRRA personnel" looking toward the complete transfer of responsibility. Thus the 16th September Directive gives much larger responsibilities and recognition to UNRRA than did the 29th August "Initial."
4. INTERPRETATION OF THE AGREEMENT of 3 APRIL 1944, (App. XXII) was made in Washington under date of 11 October 1944. This is in effect, a formal approval by highest authority, of the terms of the earlier agreement. It is similarly a short document of two pages and 9 points.

UNRRA is to be employed as the agency of the Military, and as soon as possible UNRRA will take over full responsibility. UNRRA will have its own organization and have its own chain of command. Military may provide personnel if UNRRA personnel are lacking. Full responsibility will be turned over to UNRRA as early as possible. Technical assistance will be under the military control. Distribution of relief will be made without distinction to race, creed or politics. Estimating is a responsibility of the Military which may even refuse to permit import or distribution of supplies if deemed wise. The position of the Swedish-Swiss Commission is reserved for further discussion.

5. THE AGREEMENT AS TO THE CONDITIONS OF SERVICE OF UNRRA PERSONNEL (INCLUDING MEMBERS OF VOLUNTARY SOCIETIES) SERVING IN THE BALKANS AT THE REQUEST OF THE MILITARY AUTHORITIES, (App. XXIII) is another Washington CCAC document, with date of 18 November 1944. It is a far more extensive document, covering 10 typewritten pages and 21 numbered paragraphs. Conditions of service are fixed for the military period. Workers will be under the general direction and control of the Military Commander but under administrative control and discipline of UNRRA representatives through whom instructions will come. The Military will provide facilities for UNRRA personnel. The period of service is the military period only. UNRRA personnel must be approved by the Military, must have no connection with the enemy, must have proper permits and identity cards, will be under Article 81 of Prisoners of War Convention; will be subject to military law as "persons accompanying the Allied armed forces" and have the relative status of Officers of the forces, with the appropriate facilities. UNRRA and Voluntary Society officers will have facilities to communicate with their headquarters, under certain limitations,

and will use Army postal facilities. UNRRA personnel must observe all security regulations. They will have military food and transport, medical and dental and hospital care, will wear the prescribed UNRRA uniform and have such military equipment as is necessary and desirable. They will have Post Exchange facilities. The Military accept no liability in case of death, injury and disability, but do accept third party risks. The Military will supply UNRRA if available, with vehicles for relief units, and for these or UNRRA vehicles, will provide accommodation, petrol and lubricants, repairs and spares. Provision is also promised for UNRRA supplies.

6. MEMORANDUM OF AGREEMENT REGARDING QUESTIONS CONCERNING CIVIL ADMINISTRATION, JURISDICTION AND RELIEF ARISING OUT OF MILITARY OPERATIONS IN GREEK TERRITORY (App. XXIV), is a document signed by the then Greek Prime Minister, G. Papandreu on 24 November 1944 at Athens, in reply to a letter from the British Ambassador, Mr. R. W. A. Leeper, C.M.G., C.B.E. It provides that in areas affected by military operations or where disorder exists, the Commander shall exercise "supreme responsibility and authority, but as soon as possible civil administration will be resumed. In other territory, the Greek government will have entire responsibility. A Greek Military liaison office will be established. The Commander shall bring relief supplies and provide relief to the distressed people of Greece and these shall be distributed without discrimination as to race, religion, nationality or political belief. The Greek government will assist in distribution, restore essential public services, protect the personnel and property of the forces. Duties shall not be charged on relief supplies. Detailed provision is made for judicial responsibility. In military areas the Commander can requisition civilian labor, billets and supplies, use of lands and buildings, transportation and other services for the needs of his command. UNRRA is mentioned as the agency the Commander will use, and UNRRA personnel other than Greeks are under the jurisdiction of service courts.

7. BASIC PRINCIPLES AGREED AT A MEETING HELD AT 1530 HOURS 24 NOVEMBER 1944 (App. XXV) in Athens, was drawn up by Sir William Matthews, Sir Michael Greagh, Mr. Hugh Jackson, Mr. Laird Archer, Maj. General Hughes, Brig. Gen. Sadler, Comdr. H. C. A. Jackson. UNHRA Administration, Displaced Persons and Welfare will operate separately from S and R but coordination will be effected during the military period through Generals Hughes and Sadler. Military assumes financial responsibility. Operations other than those solely by UNHRA will be through S and R but staff of M.L. and UNHRA will be integrated. Regard will be had by S and R to the effect of ML policy of subsequent UNHRA periods. UNHRA may contact the Greek government on policy during the UNHRA period. Representations as to the unsuitability of ML or UNHRA personnel within S and R will be adjudicated by Generals Hughes and Sadler and Chief of the UNHRA Greek Mission. Military personnel wishing to join UNHRA will be facilitated. Military will provide facilities and services, e.g. accommodations, transport etc., to enable UNHRA personnel to carry out their duties both for those in and out of S & R.
8. PROPOSALS MADE BY UNHRA RESPECTING OPERATIONS IN GREECE (App. XXVI) were made to CCAC by Director General Lehman on January 6, 1945. As soon as the present hostilities are over, UNHRA desires to take over. As to Supplies UNHRA will reimburse Military for supplies they turn over when UNHRA assumes responsibility; will make provision for direct provision of supplies and shipping to Greece at the earliest possible date, but to insure uninterrupted flow of supplies, UNHRA would expect the Military to continue to provide supply and shipping until UNHRA has established its own supply and shipping arrangements. As to Personnel, UNHRA already has in Cairo, Athens, or elsewhere, sufficient staff to initiate its own operations, but would expect ML to make available such ML staff as Mission chief would request.
9. REGARDING RELINQUISHMENT OF COMBINED RESPONSIBILITY FOR BALKAN RELIEF (App. XXVII), is covered by a cable to Cairo, repeated to London and Caserta as of 6

February summarizes the points of the CCAC reply to the 6th January letter. April 1st is the target date for the take over in Greece. Meantime UNRRA personnel are to have as full experience as possible in the tasks they are to take over. The Greek Mission staffing and return to Greece as soon as possible is ordered. Supplies for Greek relief in theater or arriving after April 1st are to be turned over to UNRRA. Organizational stores and equipment will be made available to the extent UNRRA wants them. Until determination is made, theater is authorized to lend stores and equipment to UNRRA. Military will progress and process requirements till June 1st; UNRRA is requesting its own shipping commencing with July arrivals. ML will release certain personnel if requested by UNRRA. The fixing of firm target dates for Albania and Yugoslavia at earliest possible date is desirable. It seems possible that Greek procedure may be applied to Albania and Yugoslavia.

PART FOUR: UNRRA - GOVERNMENT RELATIONS

The Greek Government's delegation to the Atlantic City Conference in November 1943 came with a rather comprehensive memorandum on Greece, the Fourth Section of which was devoted to the post-war requirements of Greece, and it was signed by the head of the Greek Delegation, Mr. K. Varveressos. This document is available for reference in the Southern European Division. It is referred to in Appendix Ih as "Memorandum of the Greek Delegation to the United Nations Relief and Rehabilitation Administration," and can be considered as the first intimation of Greece's desire for UNRRA aid in the relief and rehabilitation of the country.

On the 1st of February, 1944, Mr. Laird Archer, who was at that time in Cairo serving under OFMOG, as special assistant to Chief of Mission and Acting Chief of Mediterranean Office, was employed by the Administration. The Greek Government in exile was then established in Cairo and Mr. Archer was in consultation with various members of the Greek Government and their technical staffs on matters concerning the relief and rehabilitation operations after the liberation of Greece. These conversations occurred before and after his appointment on April 6, 1944 as Chief of the Greek Mission. These consultations and discussions were concerned with the problems and planning inherent in relief and rehabilitation for Greece, preliminary to the negotiation of an agreement between the Greek Government and UNRRA.

On August 22, 1944, the Greek Government submitte d to UNRRA a

comprehensive statement of their supply requirements which called for a total tonnage of 2,165 thousand tons, having an estimated value of \$343,000,000 for a period of the first six months. The statement is not available as a whole, having been separated and distributed to the various commodity divisions for their technical consideration. In August 1944, Mr. Athanasios Sbarounis was sent to Washington by the Greek Government to provide liaison between UNRRA Headquarters and the Greek Government. He formally presented his credentials to UNRRA early in 1944 and was in frequent consultation thereafter with UNRRA bureaus and divisions. He presented a report to UNRRA, dated May 8, 1944 (Appendix II), which was subsequently withdrawn and replaced by a second report, dated June 15, 1944 (Appendix IJ).

Up to this point, UNRRA had not suggested the negotiations of a specific agreement between the Greek Government and UNRRA, and after the liberation of Athens on October 12, 1944, Mr. Sbarounis returned to Athens, leaving relationships between UNRRA and the Greek Government in the hands of the Greek Ambassador.

The subject of a basic agreement between UNRRA and the governments of the country was discussed at various times in Headquarters and during September a draft agreement was drawn up. After changes in the original draft resulting from the negotiation of similar agreements with other member Governments, this agreement representing UNRRA's proposals was presented to the Greek Ambassador in Washington on December 11, 1944,

for transmittal to his Government for its consideration and comments. The contents were cabled on December 12, 1944, to the Chief of Mission in Athens. No official negotiations took place on this agreement until Mr. Hendrickson and Mr. Xanthaky arrived at Athens, in February 1945. The Greek Government accepted the agreement without change and signed it on Thursday, March 1st, 1945. (Appendix XXVII).

This was the second agreement signed in accordance with the provision of the Atlantic City Agreement and the Resolutions of the UNSCOP Council. The Military Agreements with the Greek Government have already been discussed in Part III.

PART V. ABILITY OF GREECE TO PAY

In accordance with Resolution 14, Section 17 of the First Council of UNRRA, the Greek Government submitted to the Director General of UNRRA an application for the determination of the capacity of Greece to pay in foreign exchange for Relief and Rehabilitation supplies and services. (Appendix Ik).

The ad hoc sub-committee started its meetings to consider the above application on August 23, 1944. Documents presented to the committee for consideration - include

1. The Greek Government's document in support of its application (undated Appendix A2, a review of the economic and financial position of Greece as it had been affected by the war and by the enemy occupation, Appendix Ik), and
2. A study dated 22 August 1944 by J. J. Polak (Appendix Il).

Mr. Sbarounis, representing the Greek Government, was called in and answered various questions arising from the statement represented by the Greek Government. The Greek Government's application was the first to be considered by the ad hoc sub-committee. The sub-committee recognizing that its decision might establish a precedent considered the Greek request in the light of the applicability of its decision to other applicant countries in the future. Also, that although its recommendation is entirely of an advisory character to the Director General, he would

naturally rely heavily on the sub-committee's advice. The report to the sub-committee is accessible (Appendix Ia).

On September 7, 1944 the sub-committee concluded its hearings and recommended that the Greek Government be considered as unable to pay for relief and rehabilitation supplies in foreign exchange for a period of six months following the period of military responsibility, on which date the financial position of the country would be re-examined by the Director General in the light of additional data submitted by the Greek Government as to its current and prospective foreign exchange position.

DEVELOPMENT OF SUPPLY PROGRAMMING FOR GREECE

(A) Programming of Supplies prior to submission by the Greek Government.

Prior to the invitation that the Director General sent on 12 July 1944 to the Member Governments of Continental Europe to prepare and present a program of imports for relief and rehabilitation supplies, there were in existence several sets of tentative import requirements which to a certain extent have been used as basis for allocation requests submitted by UNRRA to the CPREB. The history and gist of these estimates is contained in a secret document entitled "Comparison of Estimates of Import Requirements needing Shipping for Ten European Countries by Major Categories of Commodities" prepared in May 1944 by the Requirement Co-ordination Branch of the Bureau of Supply (Appendix I-a).

These tentative estimates, which are summarized in Table 1, were the following:

- (1) Leith-Ross Estimates which are the result of the work of the Technical Advisory Committees and their Subcommittees of the Inter-Allied Post-War Requirements Committee, which were established in London in September 1941, under the chairmanship of Sir Frederick Leith-Ross. The conclusions of this Committee were summarized in the "Report to the Allied Governments

COMPARISON OF VARIOUS NON-UNRA REQUIREMENTS

ESTIMATES FOR A PERIOD OF SIX MONTHS

(Thousands of Metric Tons)

	Leith- Ross	Civil Affairs Branch of British Military	FEA [Plan A]	CEAC 12	CCAC 20/7 [Revised]
Food	918.6	401.6 a/	322.4	378.2	427.2
Oil Seeds	29.0	-	-	-	-
Soap	2.5	3.7	-	4.0	4.0 b/
Clothing, Shoes					
Textiles	31.0	8.0 b/	2.6	3.7	- c/
Medical and Sanitary	5.3	- e/	2.2	2.2	- f/
Coal, Coke, etc.	270.0	216.0 g/	220.0 h/	263.0 i/	200.0
Petroleum Products	100.3	51.2	- j/	29.3	62.0
Agricultural					
Rehabilitation	205.8	33.0	5.0	58.9	64.5 k/
Industrial					
Rehabilitation	145.1	-	-	-	45.0
	<u>1,707.6</u>	<u>713.5</u>	<u>552.2</u>	<u>739.3</u>	<u>802.7</u>

- a/ plus 2,300 tons of food for medical purposes for Yugoslavia, Greece and Albania together.
- b/ plus a pool of 7,500 to 10,800 metric tons of textiles for the three countries.
- c/ a pool for the three countries.
- d/ the CCAC 12 revised figures show requirements of 200 M.T. for Greece.
- e/ military and civilian requirements are included.
- f/ depending on availability of transportation these deficiencies are planned to be met from surpluses within Europe.
- g/ assumed that any deficiencies will be met from surpluses within Europe.
- h/ 3,100 early in year and 4,000 late in year.
- i/ pool of 20,790 M. T. for the 3 countries.
- j/ in addition 5,109 tons of agricultural machinery and veterinary supplies were programmed for the three countries.
- k/ this is an estimated Greek share of a pool of 97,502 M.T. for the three countries including not only transportation and engineer stores but also garage equipment, camp equipment, postal stores, newsprint and miscellaneous.

of June 1943 (represented on the Committee in addition to UK were: Belgium-Luxembourg, Czechoslovakia, France, Greece, Netherlands, Norway, Poland and Yugoslavia).

These estimates covered mostly requirements for the first 6 months after an assumed military period of 60 days.

(2) Young-Sinclair Working Parties Estimates and their Washington Revisions is a set of estimates for all European countries from the day of liberation for a period of 18 months which were developed on the assumption of non-scorching and on the assumption of scorching. This is an estimate of requirements of the British authorities. These estimates were later made available to the American agencies with a view to reach an agreement on estimates between UK and US. This was later done, taking into account the previous work of the Washington Inter-Departmental Committee (established in Fall 1942), OFRMO and OFEC (Combined Supply Committee of the Office of Foreign Economic Co-ordination).

(3) GCAC Estimates were developed during the fall of 1943 parallel with FEA estimates as FEA was requested to assist the military in the elaboration of their estimates. In February 1944 the Military issued an estimates program known as GCAC 12, which with regard to food reflected completely the thinking of the Army and with respect to agricultural rehabilitation, for example the thinking of FEA.

GCAC 12 served as the basis of later estimates prepared by the Military for various groups of countries. The estimates for the Balkan countries for the Military period were issued on 5 June 1944 as the GCAC 20/7 (Revised).

(4) FRA Estimates were those that FRA submitted to the Army in December 1943 and January 1944. These figures were partly agreed US-UK figures submitted earlier by OFEC and in the cases where agreed figures did not exist the Sinclair-Young figures were used. These figures covered the first and the second six month's periods. The estimates on the assumption of non-scorching were known as "Plan A", those assuming scorching as "Plan B".

(5) Civil Affairs Branch of the British Military Estimates for Yugoslavia, Greece and Albania.

The assumption of these estimates are not available.

According to the UNRRA documents, referred to above, the requests for allocations that UNRRA submitted to the Combined Boards up to May 1944 (presumably also later until the receipt of the government requirements programs) were based on data contained in the Leith-Ross Estimates, Young-Sinclair-OFEC revised Estimates, and estimates developed by UNRRA technicians. The requests were made for commodities which it was definitely felt would be asked for by the member governments. Allocations were not asked for any specific country but as general allocations and it was always pointed out that the requests were tentative.

Various UNRRA divisions, e.g., agricultural rehabilitation division, were developing various country programs mostly by continuing the work started already by OFEC, but all these programs were of an exploratory nature and never were translated into actual supply programs.

GREECE

SUMMARY OF REQUIREMENTS PROGRAM SUBMITTED TO UNRRA BY THE GREEK GOVERNMENT
AND TENTATIVE REVISIONS IN THE LIGHT OF THE CASES FOR REQUIREMENTS

Commodity Group	In Thousands of M. T.		Millions U. S. Dollars	
	Government Program	Revised	Government Program	Revised
Food	890	809	144	133
Clothing, Textile & Footwear	43	38	81	71
Medical	3	3	6	4
Agricultural Rehabilitation	184	182	21	20
Industrial Rehabilitation	913	459	72	37
TOTAL	2,033	1,491	324	265

SOURCE: Bureau of Supply
1 November 1944

GREEK GOVERNMENT IMPORT REQUIREMENTS

In July 1944 UNRRA sent to the Greek Government a questionnaire regarding its estimated import requirements of relief and rehabilitation materials during the six-month period following an initial period of military responsibility. The Greek Government developed its estimate of import needs for the specified period within the framework of its interpretation of the bases of requirements. In August 1944 this import estimate was filed with the London office of UNRRA for transmittal to HEADQUARTERS. The task of the Bureau of Supply of UNRRA, Washington, was to evaluate these requirements, after taking into account the analyses and recommendations of the London and Cairo offices, in the light of the bases approved at the Second Session of the UNRRA Council in Montreal.

In a letter from Mr. Hendrickson to Sir William Matthews dated November 6, 1944, concerning the supply programs for the Balkan countries, a program of tentative revisions of requirements submitted by the Greek Government was transmitted. In general the adjustment to the bases had the effect of reducing the Greek Government program considerably in terms of dollars and in terms of tonnage.

In the attached table a comparison is made between the Greek Government requirements program and the tentative revisions in the light of the UNRRA requirements bases.

Though the responsibility of presenting a requirements program for Greece rests with the Greek Government, it was necessary for the Bureau of Supply to anticipate various categories of needs and to develop procurement schedules so as to assure an adequate flow of supplies when UNRRA takes over the supply lines after they are relinquished by the military authorities. To accomplish this approximately \$750,000,000 was budgeted tentatively for immediate procurement of relief and rehabilitation supplies. Of this \$750,000,000 approximately 20%

may have to be spent for transportation and storage charges. Of the \$750,000,000 spent for stocks to meet initial needs, approximately \$150,000,000 is earmarked tentatively for Greece.

On January 16, 1945, the "Mission Guide to Import Requirements and Priorities for Greece" was issued by the Bureau of Supply. In this document it is made clear that the tonnages shown neither constitute an absolute limitation upon the total imports of the relief and rehabilitation materials, nor do they represent an absolute guarantee of deliveries. They represent, rather, an effort to anticipate early shipping needs and to assure continuous relief and rehabilitation supplies to meet urgent needs. It is suggested that factors beyond UNRRA's control must be kept in mind such as competing military demands on supplies and shipping which may interfere with complete fulfillment of the program.

A schedule of basic supplies has been prepared in the Mission Guide containing in Column A, a detailed statement of the quantities and kinds of essential relief and rehabilitation materials which the Bureau of Supply is prepared to ship to Greece for arrival during the first month of UNRRA RESPONSIBILITY.

Column B, a detailed statement of the quantities and kinds of essential relief and rehabilitation materials which should be available for arrival in Greece during the second and third months of UNRRA responsibility;

Column C, a listing of the basic tonnage and composition and supplies which should be available for shipment to Greece during succeeding months. Copies of the Mission Guide were transmitted to the Greece Mission with the request that the data shown in Columns A and B in Appendix II be made available to the Greek Government with the request that the Greek Government examine the schedules immediately and indicate to the mission the followings:

A. Make available to the Greek Government the schedules of proposed shipments set forth in Columns (a) and (b) of Appendix II.

B. Urge that the Greek Government examine these schedules immediately and indicate to the Mission the following:

1. Acceptability of items listed.
2. Any essential substitutions. In this connection, the Government should be advised that major adjustments probably cannot be made if the schedules are to be met, since procurement and shipping arrangements are already under way.
3. Priority of need for each item listed for the first month's shipment and for shipment during the succeeding two months. Any suggested additions to either schedule should have relative priorities indicated.
4. Complete the actions outlined above and advise the Mission of decisions made within one week (7 days) after receipt of the schedules.
5. A suggested form for use in this assignment is attached. The Mission should transmit the information to headquarters immediately, with a copy to London.

C. As soon as the report is received, headquarters, on the basis of most recent information on shipping and the statement of priorities as received, will notify the Mission of the revised target for shipping.

D. As fast as ships are loaded, detailed information on actual loading will be forwarded.

On March 10, 1945 a TARGET LOADING PROGRAM was submitted to the Combined Shipping Adjustment Board, showing a firm request for shipping space during the period April 1, through 30 June 1945, from specified sources of supply to Czechoslovakia, Poland, Greece, Albania, Yugoslavia, Italy and UNRRA camps in North Africa.

The shipping requirements in the above countries total 1,455,507 M.T. for the period April, May, and June based on present and prospective availabilities and on the assumption that negotiations carried on with the combined Civil Affairs Committee regarding responsibility for civilian relief and rehabilitation for the Balkans will be concluded successfully to commence loading for the Balkans as of 1 May, and the request for shipping allotments are based on this assumption.

The program of supplies for Greece for May and June liftings involved a total shipping requirements equivalent to 241,000 M.T. per month.

Copies of the TARGET SHIP LOADING PROGRAMS were airmailed to Ruell Maben, Acting Chief of Greek Mission.

Discrepancies are noted between the total requirements contained in the Mission Guide and the program of the shipments contained in TARGET LOADING PROGRAM is due to the fact that the data shown in the Mission Guide are unrelated to a specific calendar period whereas, the shipping TARGET shown in TARGET LOADING PROGRAM reflects anticipated availabilities in that specific calendar interval.

On March 15th an unnumbered cable from Athens was received (repeated to Caserta as 101) stating priorities for the first month of deliveries. In the telegram it stated that priority details for August and September arrivals in Greece are being airmailed.

The cable indicated that it was assumed that the first month of UNRRA arrivals would be July. The priority listed in the cable was on the basis, first,

of 100,000 ton shipment, second of 150,000 tons and third, 200,000 tons.

On March 19th the airmail details with respect to priorities and proposed revisions of the quantities listed in Appendix II in the Mission Guide for Greece were received in headquarters from Buell Mabon, Acting Chief of Mission. It is evident from the dates of these documents that the CSAB-4 submitted on March 10 does not necessarily take cognizance of priorities indicated in the March 15th telegram from Athens nor of the Priorities Details received at headquarters on March 19th. The indicated priorities though will be used as a guide by the Bureau of Supply in the actual loading of boats to the fullest extent possible. Material pertinent to each commodity division was distributed to them with the request for immediate consideration and determination as soon as possible of the extent to which the recommended revisions could be honored.

GREEK - M.L. FOOD IMPORT PROGRAM AND UNRRA AMENDMENTS

The Military Liaison in Greece, who have had responsibility for relief supplies for Greece from the time of its liberation, have prepared their own Food Import Program for May, June, July, 1945. From October 15, 1944 up to March 2, 1945, the M.L. have distributed in Greece a total of 109,254 tons.

Their Program and UNRRA's proposed amendments were submitted to UNRRA Headquarters by Mr. Buell Mabon in the Mission Progress Report #1 prepared by the Food Division, Bureau of Supply and Distribution, UNRRA, Athens, and dated 3 March 1945.

In the attached table the proposed supplementary UNRRA Amendments to the M.L. Food Program are shown.

GREECE

ML FOOD IMPORT PROGRAM FOR APRIL-MAY-JUNE AND PROPOSED UNRRA AMENDMENTS

(IN TONS)

ITEM	MAY		JUNE		JULY	
	ML PROGRAM	UNRRA AMENDMENTS	ML PROGRAM	UNRRA AMENDMENTS	ML PROGRAM	UNRRA AMENDMENTS
Wheat	60,021	15,000	34,792	25,000	35,736	7,000
Meat	5,119	3,000	6,568	3,000	6,568	-
Cheese	2,033	-	2,033	-	2,033	-
Sugar	3,132	-	3,132	-	3,132	-
Pulses	2,537	-	3,453	-	3,453	-
Coffee	448	-	448	-	448	-
Fish	1,643	-	1,643	-	1,643	-
Milk	14,465	3,700	15,192	3,700	15,606	4,000
Fats	-	1,700	-	1,700	-	1,700
TOTAL	89,398	23,400	67,261	33,400	68,619	12,700

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CONFIDENTIAL

Bureau of Finance and Administration
UNRRA Greece Mission
29 March, 1945

a
Non-Greek Personnel Situation

as of 29 March, 1945

This personnel status table covers these positions (in the Second-Quarter 1945 Personal Service Budget) set up for non-Greek^a employees compensated in convertible currency. It indicates:

A. Types of positions

B. Number of positions

— Certain of these are not compensated from UNRRA funds; where this is true, it is so indicated.

C. Incumbents now in Greece

D. In Process^b

— awaiting transport from Egypt, Italy, USA
— transfer or assignments from other missions
— recruitment requested
— enroute
— being transferred from military or other agency

E. Vacancies (see summaries - not all to be filled)

<u>Job Title</u>	<u>No. of Position</u>	<u>Incumbent</u>	<u>In Process</u>	<u>Vacancies</u>
<u>Office of Chief of Mission</u>				
Chief of Mission	1	1	0	0
Counselor (WAE)	1	1	0	0
Special Assistants	2	2	0	0
Administrative Assistant	1	1	0	0
Financial Advisor	1	1 ^b	0	0
Financial Analyst	1	1	0	0
Reports Officer	1	0	0	1 ^d
Registrar	1	0	0	1 ^d
Director Public Information	1	0	1 ^d	1
Ass't. Director Public Information	1	2 ^c	1	1
Special Assistant	1	1	0	0
Administrative Assistant	1	1	0	0
	13	11	2	4
<u>Field Administrative Staff</u>				
Regional Directors	11	12 ^h	0	0
Regional Administrative Officers	11	8 ⁱ	1	2 ^j
	22	20	1	2
<u>Secretarial, etc.</u>	33	18	14	2 ^g

<u>Job Title</u>	<u>No. of Position</u>	<u>Incumbent</u>	<u>IN Process</u>	<u>Vacancies</u>
<u>Bureau of Finance and Administration</u>				
Deputy Chief of Mission	1	1	0	0
Administrative Assistant	1	1	0	0
Organization and Procedures Analyst	1	1	0	0
Special Assistant (legal, etc.)	1	1	0	0
<u>Accounts Division</u>				
Principal Accountant	1	1	0	0
Senior Accountant	1	0	1	0
Accountant	1	0	0	1
Associate Accountant	1	1	0	0
Assistant Accountant	2	1	0	1 j
<u>Budget Division</u>				
Director	1	1	0	0
Budget Analyst	1	0	1	0
<u>Finance Division</u>				
Director	1	1	0	0
Finance Officer	1	0	1	0
<u>Personnel Division</u>				
Director	1	1	0	0
Personnel Assistant	1 g	0	1	0
<u>Administrative Service Division</u>				
Director	1	1	0	0
Administrative Officers	2	1	0	1
Registrar	1	1	0	0
Cable Supervisor	1	1	0	0
Domestic Manager k	1	0	0	1
Movements Officer	1	1	0	0
Bureau Total	23	15	4	4
<u>Bureau of Supply and Distribution</u>				
Deputy Chief	1	1	0	0
Administrative Assistants	2	2	0	0
Requirement and Supply Specialist	1	1	0	0
	4	4	0	0
<u>Agriculture Division</u>				
Director	1	1	0	0
Agricultural Specialist	4	4	0	0
Agricultural Officers	13	12	1	0
	18	17	1	0
<u>Distribution Division</u>				
Director	1	1	0	0
Assistant Director	1	0	0	1 j
Distribution Officers	30	21 l	6	3
Chief Transport Section	1	1	0	0
Truck Operations Officer	1	1	0	0
Transport Officers	12	8	4	0
Chief Warehouse Section	1	1	0	0
Warehouse Officer	13	8 m	1	4
	60	41	11	8

Job Title	No. of Positions	Incumbent	IN Process	Vacancies
<u>Bureau of Supply and Distribution (Continued)</u>				
<u>Industries Division</u>				
Director	1	0	0	1
Industrial Rehab. Specialist	6 k	4	2	0
Jr. " " "	1	1	0	0
	<u>8</u>	<u>5</u>	<u>2</u>	<u>1</u>
<u>Economics Division</u>				
Director	1	1	0	0
Junior Analyst	1	1	0	0
	<u>2</u>	<u>2</u>	<u>0</u>	<u>0</u>
<u>Requirement, Procurement and Shipping Division</u>				
Director	1	1	0	0
Chief Requirement and Proc. Section	1	1	0	0
Requirement Specialist	2	1	1	0
Procurement Specialist	2	0	0	2 g
Jr. Requirement Specialist	1	1	0	0
Chief Shipping Section	1	1	0	0 k
Assistant Chief	1	1	0	0 k
Shipping Specialist (Ocean)	1	0	0	1 k
Shipping Specialist (Coastal)	1	0	0	1
	<u>11</u>	<u>6</u>	<u>1</u>	<u>4</u>
<u>Textile Division</u>				
Director	1	1	0	0
<u>Food Division</u>				
Director	1	1	0	0
Bureau Total	<u>105</u>	<u>77</u>	<u>15</u>	<u>13</u>
<u>Bureau of Service Operations</u>				
Deputy Chief of Mission	1	0	0	1
Administrative Assistant	1	0	0	1
<u>Welfare Division</u>				
Director	1	1	0	0
Welfare Specialists	7	3	4	0
Welfare Consultants	3	3	0	0
Regional Welfare Officer	6	4	0	2
Field Welfare Officers	12	6 q	7	0
General Welfare Officers	18	17	1	0
	<u>47</u>	<u>34</u>	<u>12</u>	<u>2</u>
<u>Health Division</u>				
Director	1	1	0	0
Deputy Director	1	0	1	0
Administrative Officer	1	1	0	0
Chief Sanitary Engineer	1	1	0	0
Tuberculosis Officer	1	0	0	1 i
Malariologist	1	0	1	0
Bacteriologist	1	1	0	0
Chief Nursing Consultant	1	1	0	0
Ass't. " " "	1	0	1	0
Requirements Specialist	1	1	0	0
Hospital Adm. Consultant	1	0	1	0
Staff Medical Officer	1	0	1	0
Staff Nurses	4	0	4	0
Medical Officers (Pool)	2	1	1	0
Nurses (Pool)	2	0	0	2
Hospital Nursing Consultant	6	4	0	2
Regional Medical Officers	13	8	5	0
Regional Sanitary Engineers	11	7	4	0
Regional Nursing Consultants	19	12 p	1	8 j
Public Health and Welfare Con.	25	7	13	6 j
	<u>94</u>	<u>45</u>	<u>33</u>	<u>19</u>

<u>Job Title</u>	<u>No. of Positions</u>	<u>Incumbent</u>	<u>IN Process</u>	<u>Vacancies</u>
<u>Bureau of Service Operations (Continued)</u>				
<u>Displaced Persons Division</u>				
Director	1	1	0	0
Assistant Director	1	0	0	1
Administrative Officer	1	0	1	0
Administrative Assistant	2	1	1	0
Registrar	1	0	1	0
Displaced Persons Specialist	11	3	5	3 j
Assoc. " " "	4	0	0	4 j
	21	5	8	8

Bureau's Total 164 84 33 31

<u>Job Title</u>	<u>No. of Positions</u>	<u>Incumbent</u>	<u>In Process</u>	<u>Vacancies</u>
1. Grand total of positions compensated in convertible currency (exclusive of representatives of British Voluntary Societies)	349	225	89	56
2. Grand total of positions compensated from UNRRA funds	339	205	88	56
3. Grand total less positions to be abolished or not to be filled now	332	225	89	28
4. Total 3 less persons on loan from other missions	332	221	89	28
5. Total 3 less persons on loan from other missions and persons in termination process	332	218	89	28
6. Total 3 less new positions not included original second-quarter budget	325	225	89	23

Footnotes:

- a. Exclusive of representatives of British Voluntary Societies
- b. For statement listing specific position, individuals, source and status cf. table issued 27 March, 1945
- c. Incumbent on loan to (and budget of) Greece Mission; former incumbent's disposition still to be determined
- d. Not to be filled; organizational unit to be abolished
- e. Former incumbent given 30 days termination notice as of 26 March, 1945
- f. Reports for duty 1 April, hence included
- g. New positions not included in original second-quarter budget
- h. Includes Region K - Crete Director replaced, recalled for reassignment or dismissal
- i. Includes Region D - Prevaza, A.D. recalled for dismissal
- j. Not to be filled now
- k. Includes one new position not included original second-quarter budget
- l. Included Redley and Mill - given 30 day termination notice
- m. Includes Devitt sent hospital Italy for heart examination
- n. Not compensated from UNRRA funds
- p. On temporary loan from another mission (2)
- q. " " " " " (1)

Non-Greek Personnel not yet with Mission

Bureau of Finance and Administration
27 March 1945

Columns indicated:	Transf.	Assign.	Assn. & Await.	En-	Milit.
	Req.	Req.	Trans- port	route	Trans.
1. Transfer Requested					
2. Assignment Requested					
3. Assigned and Awaiting Transport					
4. Enroute					
5. Military Transfer					

Secretaries

1. Conway					
2. Stokes				USA	
3. Plemandon				via	
4. Roller				CASERTA	
5. LeFort					
6. Murray					
7. Michaley					
8. Hopkins					
9. Tysen					
10. Hill			Cairo		
11. Arquelo					
12. Kirkbride			Italy.		
(Arrived 28 March)			re. (Ph.)		
13. Yorke				Cairo	
14. Bowman				Cairo	

Agriculture

Stephenedes			Cairo	
Flanagan			USA	
Bryant			Cairo	
Barnes			Cairo	
(Arrived 28 March)			(on brief loan	
			not chargeable)	

Distribution

Kelley (D.O.)				
Harold (D.O.)			USA	
Simon (T.O.)			(All	
Williams (T.O.)			via	
Fox (T.O.)			CASERTA)	
Barry (T.O.)			Ill - Casablanca	
Capt. Gent (D.O.)				Athens
Maj. Carison (D.O.)				Athens
Capt. Pelitas (D.O.)				Athens
Casdagli (D.O.)			Cairo	
H. F. Lee (T.O.)			Cairo (if well)	

Finance and Administration

Brown				
Stewart				
Byron			Cairo	
(Arrived 28 March)				
Marion Smith (Arrived 28 March)				
Mary Smith				

Textiles

Kornheber (Particulars requested from Cairo)

Columns Indicated:

Transf. Req.	Assgn. Req.	Assn.& Await. Trans- port	En- route	Milit. Transfer
-----------------	----------------	------------------------------------	--------------	--------------------

1. Transfer Requested
2. Assignment Requested
3. Assigned and Awaiting Transport
4. Enroute
5. Military Transfer

Industries

Levett Yugoslavia M.
Lt. Col. Bingham Athens
(Approval requested of DC)

Requirement Coordination

Gallo, A.A. Caserta

Displaced Persons

Leslie Cairo
Linney Cairo
Curtis (WOC) Cairo
Flynn Yugoslavia M.
Watts USA if physically fit

" See below

Welfare

Houghton, A. (FWO) Albania M.
Reuch, M. (") Cairo
Adell, M. (") Cairo
Wilson, E. (") Cairo
Unger, E. (") Cairo
Prather (") Cairo (to Crete)
Hunt (") Albania M.

If can't get all above fill up

by: Pauley, R. (FWO) Yugoslavia M.
Black, F. (FWO) Yugoslavia M.
Montgomery, H. (FWO) Yugoslavia M.
McCullough (FWO) Yugoslavia M.
Kelsey (Vol.) USA
Hagan (W.Sp.) Cairo
Blackey (W.Sp.) ERO (thru D.C.)
Welfare Proc. Spec. (Recruitment Requested)
Welfare Specialist (Recruitment Requested)

Health

Sanitary Engineers

1. Weiner
2. Jodiates
3. Fiske Cairo
4. Crockett (Arrived 28 March)
6. Kuttler

Medical Officers

Brooke - dep. dir. Cairo
Medical officers:
Doosalis Cairo
6 others Cairo
Desired if 3 available Caserta
Hospital Adm. Consultat. - Dush Caserta
Malariologist - Cilento Australia
Deputy Chief Nursing Con. - Snyder Caserta
Staff Nurses (4) Cairo
One Regional Nursing Cons. Cairo
Regional Nursing Cons.
Glass Albania M.
Cooper (loaned till 15 May)

"Displaced Persons

Chief Registrar - G-7 - Recruitment requested ERO through DC
Adm. Ass't. G-7
Adm. Ass't. G-5 " " " " "

Columns Indicated:

1. Transfer requested
2. Assignment Requested
3. Assigned and Awaiting Transport
4. Enroute
5. Military Transfer

<u>Transf.</u>	<u>Assgn.</u>	<u>Assn.&</u>	<u>En-</u>	<u>Milit.</u>
<u>Req.</u>	<u>Req.</u>	<u>Await.</u>	<u>route</u>	<u>Transfer</u>
		<u>Trans-</u>		
		<u>Port</u>		

Public Health Welfare Consultants

Creagh
 Erickson
 Edmunds
 Cameron
 Nelson
 Chladek
 Yucki
 Henderson All
 .Cairo

Woolridge
 Snedeger
 McCarthy
 Gilbertson
 Mathias Caserta

Bowen Albania M.
 (loaned till 15 May)

Field Adm.

Capt. Donaldson Athens

Chief of Mission

Lt. Peters Athens
 Harry Hill .. Fin. Adv. (after 1 April)

Greece # 312
10:00 AM
10-4-45

(Gile)

The following account of a visit to UNRRA's camp for Greek refugees at Moses Wells, Sinai, was written by Nicholas Kalmer, who was born in Heraclion, Crete, but has lived most of his life in the U.S.A. His home is in Pittsburg, Pennsylvania where he graduated and received his Masters degree in Political Science at the University of Pittsburg. A member of the Board of Directors of Greek War Relief and an ex-President of the Pan-Cretan Association of America, Mr. Kalmer has written many articles on the Balkans. He is at present a Deputy District ^{Director} in UNRRA Greece Mission.

Twenty miles from the city of Suez and on the north-eastern shore of the gulf of Suez, in Sinai, there is today located a Greek refugee camp named Moses Wells, where UNRRA has accommodated more than three thousand Greek refugees from the Axis terror.

Its name takes us back to Biblical times for it was on this spot that Moses struck the barren rock and water gushed forth. And it was here, about a mile from this camp, that he and his people made their camp. You can distinguish this spot today by the wild palm-trees covering several acres of ground, the only trees to be seen for many miles. Here Moses left his people and climbed Mount Sinai, where he received the Ten Commandments.

Peculiarly enough and in spite of the sand-covered terrain, the country round Moses Wells gives one the impression of a picturesque Greek tableau. For, looking west, there is a stretch of narrow sea three or four miles long terminating in a mountain range - high, and as brown and rocky as any mountain on any shore of Greece. All you have to do is to let your imagination loose and you can be in the gulf of Saronicos looking at ~~the~~ Sounion or Aigina; you can be in Chios, Mytilene or any of the Cyclades Islands. The sea is blue, the mountains assume a purplish colour against ^{the} sun, ^{the} the climate is warm and invigorating. Truly it is a typical Greek terrain.

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The camp at Moses Wells consists mostly of white tents lining the streets in perfect order and sparkling clean against the blue sky and the sun. This spot was used years ago by the Egyptian government as a place of quarantine and hence there are several buildings used at present for the various services of the village. There is the administration building; three others are occupied by the hospitals; there are a large bath and shower house, a pumping station for water supply, a power house and many others.

Some three thousand two hundred refugees make the population of this small community. They are all from the islands of Chios, Samos and Ikaria, though one could discover an occasional Cretan or Dodecanesian. How did they get there? The stories are as various as the individuals, but in the main they crossed somehow to the Asia Minor coast, and gradually found their way into Syria and Palestine, where they were put into temporary camps before being sent by train to Moses Wells. Two main reasons account for their depatriation - first the ever-present danger of their lives at the hands of the Germans and Italians, and secondly starvation and hunger.

We cannot, in this short picture of the camp, give the reader elaborate stories of individual sufferings, for they would cover many pages. It is sufficient to say that for some of these people it is the second time that they have become refugees. They are the people that were originally residents of Asia Minor and were driven out by the armies of Kemal Ataturk at the conclusion of the ill-fated Greco-Turkish war of 1922. One million and a half of these refugees flocked to the Aegean Islands and mainland of Greece at that time. Starting from scratch, they worked continuously to establish themselves in new homes, only to have the same thing happen to them all over again.

Our attention is attracted by an old man, George Tsitas, who still wears the dress of the Asia Minor peasant. Old as he is, one can still trace in his bearing the excellent physical characteristics of the "Palicari" of Tsesme, for that was his original home. George Tsitas followed husbandry and butchering in Tsesme and later in Hora Chios, where he made his new home. But the Germans suspected him

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and his sons; life was getting too "hot" for the whole family; two of the sons left one night on a rowboat, and when the Germans missed them, they made life miserable for the rest of his family, a wife and seven children. One night the decision was taken to board a rowboat and leave Chios for Tsesme or some other point on the Asia Minor coast. Three of his sons are now serving with the Greek Army, and the rest of the family is with George. While we talked to George his wife sat beside me, patiently mending a fishing net, a job at which she appears to be an expert.

The chief officer of the camp is Major L.G. Toulmin, of the British Army, who, with Captain Nicholls and a small staff of men, manages the affairs of the village. He tells me that the camp is run in liaison with the Greek Government.

The camp is divided into four sections, each of which has its own kitchen where people go and get their food already prepared, then take it to their tents where they prefer to eat. These tents, by the way, are each occupied by a family and have the warmth of a home, even though one made out of canvas; they are spotless both inside and out and are invariably decorated with whatever trinkets these poor people were able to bring with them or make on the spot with their own hands - an icon of their favourite saint or the Virgin Mary or a photograph of a dear one or maybe a piece of tapestry. In this way their home life is more or less private and people feel free to do as they please in their own tents.

But let us go around and get a good picture of this peculiar community. The first thing that attracts our attention as we enter the village is a large building with hundreds of youngsters all around it. "Its milk time", some one says, "and all the children walk here with their teachers and drink their milk."

As we come nearer the place, we notice that small groups of children are being led back to school by their teachers, while other groups are still approaching. They all appear healthy from a distance, ~~sun~~burnt and very happy. It is a beautiful sight, for they are so orderly. There are quite a few that go bare-foot. Inquiring, I find that most of them don't like to wear their shoes. They save

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them for the journey home, although there are many children actually without any shoes.

There are seven hundred and fifty children in Moses Wells; six hundred attend the "dimoticon" school and one hundred and fifty the gymnasium. There are several teachers provided by the Greek Government, and classes are held on schedule. Getting closer to these youngsters, one cannot help noticing that a lot of them are very small in build.

"What is your name?" I ask a boy close to me. "My name is Costas", says the youngster. "How old are you?" "Thirteen years old," he replies. I look at Costas, who appears to be mentally normal, but I am amazed at his age. He does not look more than seven or eight years old. He is typical of many of these youngsters who have gone through starvation before arriving at the camp.

But here is another boy, bare-footed. "Come here sonny", I say. "What is your name?" ~~from~~ Petros Missentzis, he answers. "Where do you come from?" "From Castro Chios," he says. "Why don't you wear your shoes?" "I don't have any shoes to wear. They promised me to bring a pair very soon." "Do you have your parents here?" "No, I am alone. I am an orphan." "How did you come here?" "We left Chios with my father, my two brothers and a sister. On the way across to Asia Minor our boat capsized and my father and two brothers were drowned. My sister and I managed to hang on to the boat until we were picked up by the people from another boat. We came here with my sister, but then she left and I don't know where she is." A tragedy within a tragedy. Petros is twelve years old but does not look it.

Within this group of 750 youngsters we learned with pleasure that more than two hundred have enrolled as boy and girl scouts. We talked to many of these youngsters, who are neat and clean looking in their uniforms. Unfortunately only half of these boys and girls have uniforms; we hope that the balance get there soon. We were very much pleased to meet the leader of one of the boy scout groups. He is Manousos Manousakas, a young Cretan from

Georgeoupolis, who came to the camp last July. He is an old boy scout leader, courteous and very industrious. He has high hopes for the results that may be accomplished at Moses Wells from these boy and girl scout groups.

On Sunday morning we attended services at the Saint George church. This church was built by the refugees and it is quite a large building; the floor is covered with concrete, the walls built out of brick up to a height of three or four feet and the balance of the building up to the roof is covered with special corrugated iron.

The interior is typical of a Greek Orthodox church with its icons and candle holding stands. Two priests and a deacon conduct the services and a men's Byzantine choir chants, assisting the priest. The church is crowded and specially noticeable are newly born infants in the arms of their mothers. It is a comfort to see this new life springing up, for Greece needs all the new citizens that she can get. At church we meet Despina Nicholas Theodoraki, holding in her arms a beautiful baby girl, her husband Nicholas is in the Greek Army and she is very anxious to have him visit the camp to see his baby; he has never seen it yet. I was told that this baby had a grand baptismal celebration with the Bishop of Cairo officiating and four priests assisting.

After church we visited the hospital under the direction of Dr.K.Halepides from Lamia, with its staff of doctors - Jasson Karadimitriou, from Samos, John Vliamos, from Samos, Adamantios Mantikas, also from Samos, Michael Lastznakis, from Crete, and doctor Sarikis. There is also a dentist in the hospital, Dr.Iakovos Peralias. This hospital is a complete unit with a surgical department. It contains one hundred beds, and at this particular time had 51 patients, a good number of whom were expectant mothers. There are no epidemics in this camp. Thirty-five nurses recruited from among the refugees take care of the

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patients under the direction of Miss Antoinette Wolf, the ^{unRA}matron.

Miss Wolf ought to be congratulated for the fine work she is doing in this institution, especially that of training nurses. Twenty of these girls are now graduate nurses with their certificates, able to perform their duties in any hospital whatsoever.

"I have assisted the doctors in more than 90 operations", said one of them very proudly, and you can see her beaming when she talks, she is so proud of their achievements. Discipline is high among these nurses and their devotion to duty is the key note of their success. It does your heart a lot of good to see the creative and optimistic spirit of man working even here at Moses Wells.

The hospital has its own biological laboratory and a good-sized pharmacy where all prescriptions are made.

Sanitation and hygiene are under the direction of Captain Nicholas G. Kitson, ^{unRA}sanitary engineer from Haverhill, Mass.

Mr. Kitson is a keen and active public health officer with many years of experience back in the United States. He is on the job every day inspecting all the food and sees that nothing is used or served unless it passes his careful scrutiny. He also makes daily tours to the milk depot, the schools, bath houses, water supply, latrines, etc. No wonder the camp is so clean and sanitary; no wonder there are no epidemics at Moses Wells.

On the village square across from the administration building is Moses Wells post office, and we are delighted to meet the post master, a refugee from Leros Island, Theogogos Pizanis. Pizanis speaks fairly good English, for he lived in Canada from 1923 to 1936. He tells us that he once operated a lunch room (that's funny) in Vancouver. He has been in the camp for eight months and ^apost master for six. "Do you get much mail here?" We asked. "Oh, yes. We have an approximate number of 200 letters outgoing every day and a similar number incoming.

"Not only that", he added, "but we get a lot of mail from the United States with all kinds of money remittances." "Can you

give us an estimate of these remittances?" "I can safely say," he stated, "that they exceed 3 to 4,000 dollars every month." Incidentally I found that this money is used by the refugees to buy clothes and shoes not only for their own needs but for some for their own people back home.

Welfare

In the evening we visited the cooperative working shop. Here under the able direction of Miss Bullington, from Texas, fifty girls are learning sewing, dress-making, spinning and dyeing. Miss Bullington has spent fifteen years in China with the Rockefeller foundation, specializing in occupational therapy. She took charge of this shop last November. "Half of the women here", she said, "know how to sow and spin all we need is direction and coordination. We need a guiding hand. The girls are most cooperative. Very soon we shall be getting 19 bales of raw wool and we are going to do our own spinning. We are dyeing wool with onion skins and other natural herbs and we have had wonderful results. Look at this sample", she said, as she showed me some wool of a beautiful beige colour. "This is dyed with onion skins dyed."

"The shop uses any material that can be got. Many toys and other small items are ^{made} out of rags; yet they are neat and interesting. The shop increases its activity every day. Men's and women's suits may now be made here, and soon we intend to start a shoe making and repairing shop." "Give us the tools and we will make a lot of progress", said Kiki, one of the leaders among the girls.

We left the shop, feeling delighted at the constructive work done there and the happiness that necessarily follows. Not only that, but a good many of these girls will learn the trade of dress-making and be able to earn a livelihood once back in their homes.

It is almost proverbial with the Greeks, wherever and whenever you see a Greek there must be near him the "Cafenion" or coffee-house, and so it is at Moses Wells. Some one suggested.
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that we should visit the Cafenion and have a cup of Turkish coffee, so we did.

The coffee-house comprises one half of the space in a large tent; it has two large wooden tables surrounded by wooden benches.

We met there a number of men and asked them about their names, their homes and how they found the camp. They were excited when they learnt that we were from America and they began shooting all kinds of questions at us about their relatives there.

Next to me sat Thomas Stefatos, from Argostoli Kefalonia, but a resident of Samos Island. He is here with his wife and three children, and he has a relative living in Moline, Ill., Mr. George Stefanatos, with whom evidently he is in correspondence. On my left was Argyros Simos, from Marathocampos, Samos. Then there was Basil Papavasiliou, or Krasoulis, also from Marathocampos, who was a member of the underground and had to leave Samos in November 1943.

He has a relative in Philadelphia, Constantinos Dafnitsas. We met also Andreas Voimakis, from Karlovassi, Samos, and Evangelos Parianos, relative of my friend, Parianos, from Pittsburgh.

My friend, Evangelos Sikiotis, the owner of the Wonder Bakers in Pittsburgh, will be glad to know that all these peoples know him and call him the "big boss at the Pennsylvania railroad".

Leaving the Cafenion, we met another group on the street. Among them we shook hands with George Demetrious Evangelos, a young man of about twenty, who was born in Portsmouth, Ohio. His father came from Samos. Evangelos is anxious to join the United States Army. He already has in his possession his American passport and a card from a local board in Washington, D.C., issued very recently. "I got this ten days ago", he said, "but nobody has called on me so far. I would like to join today". He was beaming. I assured him that one of these days the American authorities would take care of his desire to join the army.

Here was another Greek-American, Stavros Vlahos, from Over/..

Monocambi, Ikaria. He went to the United States in 1920 and left in 1929; in the States he lived in Verona, near Pittsburgh, where he still has a cousin, John Tsarnas. "Why, sure I know John Tsarnas", I said "He is as old as Verona itself." Vlahos is here with his wife and five children.

Another man from America is Elias Starvelakis, from Kardamila, Chios, who lived in Monessen, Pennsylvania, between 1915 and 1920. He has a brother, Nicholas, at 306, West 40th Street, New York.

I met another Chian from Exo Didima. What is this - a wholesale exodus of Greek-Americans? At least it seems so, for there are so many of them in this camp.

The coffee house proprietor is a man of above 40 years of age from Marathocambo, Samos, who recently made his home in Vathy, where he had a place of business. His name is Demetrios T. Koumountzis. On the day the news came to Samos of the Italian armistice he went and alone removed the German flag from the German consul's office. The next night he had to leave Samos, with his wife and seven children. Two of his children are with the Greek Army today.

People always talk about this world getting smaller and smaller, but ~~the~~ right here at Moses Wells I got the proof of that statement. For, to my amazement and surprise, who else turned up among these refugees but John Mantacounis, an old-time friend in the United States with residence in Younston, Chicago, and New York. John is a cousin of our friend and patriot, John Manta, from Chicago. Mantacounis went back to Greece in 1937 and stayed there until after the war and now, whether he likes or not, he has become a refugee. He tells me that soon his case will be taken up with hopes of finding his way back to the United States. What an unexpected meeting.

Through John Mantacounis I got the privilege to interview the youngest "independent" refugee in this camp. He is Theodor Nicolas Koukoulas, aged 12. Theodor tells me that his home is in Athens at Kidonias street, that he has a mother and a father who

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is blind.

"How did you come here, Theodore?" I asked. He sighed, waved his hands and, like a grown-up, said: "It's a long long story." "I'd like to hear this story" I said. "Will you tell me?" "Well, he said again in a nonchalant manner. "I was hungry", everybody at home was hungry, so I decided to leave home. My father is blind and couldn't do anything for us. So I went to Larissa railroad station in Athens just about the time the train was ready to pull out. I looked around and when I found an opportunity I crawled in and hid myself right under the steps of one of the cars, between the wheels. I held on until we got to the next large station, where the train stopped for a considerable time. There I left my hiding place and got mixed up with the crowd, pretending I was peddling cigarettes like the rest of the boys. The train was full of Germans and I was very much scared."

"I hid again a few minutes before the train left the station in the same place, and when we arrived at the next station I was very hungry. I got out and went about to some peasants begging for something to eat, telling them I was hungry and alone. They gave me all I needed to eat, plus some extra olives and cheese and bread, which I saved for my next meal. So, without any trouble, I arrived in Salonika."

"Looking around near the station there I discovered a baker's shop, where they gave me a place to stay at night and some food. In turn I ran errands for them. But things were getting bad after a couple of months, for the proprietor did not like me and began to threaten me. So I decided to see if I could find a way to go to Chios Island, where my grandmother lives. So I made several trips to the port. One day I found a caique that was going to Chios and asked the crew to take me, but they refused because many Germans on board. I said to myself, "I'll show you how to get on that caique as a stowaway."

"I kept a good watch from the shore and when no one was looking I jumped on board and hid myself among some empty barrels.

Over/..

Later, when the caique was out in the sea and I couldn't see Salonika anymore, I got out of my hiding place. They asked me what I was doing on board and I told them. Later on they gave me some food. We stopped in a couple of ports at Mytelene and then landed in Chios. I had no difficulty in joining my grandmother there, but after several weeks I found that she was very poor and we didn't have enough to eat."

"I began thinking that I made a mistake to leave Salonika and that I should go back there where at least we had bread every day."

"Did you tell your grandmother about plans?" I asked "Oh yes. I did one day when there was nothing to eat in our home." "What did she say?" "She said that somehow God would provide for us. But I had made up my mind and took several trips to the port."

"One afternoon I found two brothers, both captains, who had two caiques. Some people said that they were going to Salonika, so I managed to hide myself in one of the caiques loaded with oranges, but instead of going to Salonika they met at dark and tied themselves together in the open sea. Very quickly the crews disarmed three German soldiers on board and tied them up for safety and then the caiques set sail for Tsesme. There a tall Greek took charge of me and I stayed in Tsesme for two months. He bought me some shoes and clothing and one day he took me to Smyrna in an automobile. They put me on the train and I got to Aleppo, where I was taken before a committee. From there they sent me to Gaza, where I got sick and they took me to the hospital. I spent a week in hospital and while there a soldier, Costas Yoannidis, from Samos, met me and asked me if I wanted to go with him to the Greek guard house and stay there. I went and he took good care of me. I stayed with him for six months; then one day he received orders to go to Italy, so he turned me over to Mrs. Evangelia Tselepi, from Samos, and we came together to Moses Wells.

"Are you going to school?" I asked him. "Yes, I go in the morning and work in the afternoon and evening." "What sort of work do you do?" "I am selling "loucoumia" (Turkish) in the camp
Over/..

"How is bu~~s~~iness, Theodore?" "Oh, business is not so good. I have too many competitors in this line. Pretty soon I shall have to find something else to se~~ll~~."

This ended my interview with 12 years old refugee. He is an exceptional lad. In his small stature you can't help notice the signs of starvation. In his mind, however, you see a brilliant youngster who deserves all the assistance he can get. The boy is without a doubt remarkable.

Conclusion. Life in this camp is not at all bad, due to the freedom the refugees have, the climate and the facilities of the camp. Naturally the ~~ex~~ people themselves are not satisfied with their lives there. There are minor problems cropping up all the time, problems that are sometimes exaggerated because of the idleness of the people. If ^{only all of them} they could all be occupied on some work, they would be happier.

Then there is the problem of nostalgia - the home sickness form which everyone in the camp suffers. Despite all the facilities available at Moses Wells, the camp is still a strange place far away from their homes. They want to return home. How soon? How soon? they asked repeatedly. One only had to remind them that they ought to be happy to be here at this time; with little food in their islands, no heat, no money and a bitter winter, they ought not to be very anx~~i~~ous to go back too soon. My answers satisfied them all or at least it seemed to.

"Be patient". I said. "Soon now you'll be back in your home to begin a new life near your friends and relatives in your beautiful Aegean Islands."

Geo - Greek Museum - Reports man
The report should go on to London - The map is for you - two copies report
15 March, 1945.
DAMAGE have been made to Wash.
Buell

Roads

The roads are in a terrible state. 264 road bridges have been destroyed. Of these 13 are large steel bridges.

Railways

The railway track has had bits (about 1 foot long) cut out of it. 80 per cent of the major bridges have been destroyed. In the standard gauge of the State Railways, representing a little over one-half of the total mileage, only 12 out of the 220 locomotives are working. About 75 per cent of the rolling stock of the whole country has been destroyed or taken away. The metre gauges are even worse.

Coastal Shipping

Almost wiped out.

Docks

PIRAEUS, which was the fifth port of the Mediterranean, has had the quay walls blown out into the sea at intervals of about 100 feet in a total frontage of $2\frac{1}{2}$ miles. Of the 29 cranes only 2 can be worked again.

Both drydocks have been hopelessly damaged, together with their entrance caissons.

The coal transporters are 100 per cent demolished. The floating dock has been sunk in deep waters.

SALONIKA port is even worse and more damaged than Piraeus.

Corinth Canal

Heavily mined. About $\frac{1}{2}$ million cubic yards of the cutting have been blown down by explosives into the waterway, thus choking the whole passage. It will take 1,000 men about one year to clear (daylight working). Ships are sunk in the entrance and waterway. The two large railway and road bridges across the canal are destroyed. About 200 railway trucks and locomotives are thrown into the canal.

(Sgd) A. EASTMOND.

Greek Mission - Mission Report

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, SHARIA DAR EL-SHIFA - GARDEN CITY - CAIRO

Telegrams : UNRRA, CAIRO

Telephone { 51421
55439

28 February 1945

Ref. CM/50

CAWA 95-5

Approved by Chief of Balkan Mission
Confidential

Governor Herbert Lehman
Director-General
U.N.R.R.A.
Washington, D. C.

Dear Governor Lehman:

I have just returned from eight days in Athens and believe you may be interested in a brief report on conditions there.

Sir William asked me to go to Greece to help speed up the return of our staff, to accompany Leo Gerstenzang and assist in setting up the Distribution and Transport arrangements, and arranging for the calling forward of the staff. Upon arrival, Leo, Laird Archer and I had several conferences, and arrangements were worked out for Leo to remain in Athens indefinitely and until Mr. Duthie is prepared to assume full responsibility for the work. The staff was called forward and most of them are now in Athens.

Sir William, Roy Hendrickson, George Xanthaky and Commander Jackson and others arrived at the airfield in Athens while I was waiting to depart, and I had an opportunity of talking with them for a brief period. They all intend to come to Cairo and I am sure that as a result of the consultations in Caserta, Athens and here that decisions will be made which will tighten up the organization and solve some of our problems.

UNRRA Relationships with ML

As you perhaps know, there have been many changes in the ML organization. Brigadier Palmer is now operating head, having replaced Brigadier King. During the course of my stay, I had a conference with practically all the top officials of ML, both British and American, in both the Greek Headquarters and District One. Universally their feeling toward UNRRA is very friendly and the whole trouble regarding integration seems to have disappeared. They definitely want to turn the work over to UNRRA as of 1st April. However, they frankly expressed their fears that they may not be able to meet that deadline. I do not think that there will be any difficulty in our relationship with ML and the only question is regarding how fast our staff will be prepared to assume responsibility.

13152

UNRRA Staff Operations

Most of the UNRRA staff is living at the Acropole Palace Hotel. I had lunch with the staff three days, talked with many of them and called at the office of the heads of the various Divisions. A brief summary of my reactions is as follows:

General Observations. Much valuable time has been lost by not calling the staff back more promptly. Archer gave as his reason for not doing so the fact that he had not been able to secure proper office space and by not calling in the staff he was putting pressure on the Greek Government and ML to provide a building. I did not agree with his reasoning and urged that steps be taken to call in the staff as promptly as possible. There seemed to be a failure to appreciate that conditions demanded emergency action and that time was vital, especially in view of the cold Winter weather. On the whole, the activities lacked effective coordination and drive.

Requirements & Supply. Maben was doing a good job and was well liked. He was also temporarily heading up Industrial Rehabilitation, as no replacement for Mr. Verity had been made.

Finance & Administration. George Darling was carrying on well. Rohrbaugh was in Cairo and expected back most any day.

Health. Reports of activities were good, and Dr. Kirk, the newly appointed Director, arrived while I was in Athens.

Agricultural Rehabilitation. Kelsey, Director of this Division, had been detained in Cairo, where he had done an outstanding job with the members of the staff there. He had just returned to Greece and was actively engaged in getting activities under way.

Welfare. Glen Leet had worked out a very excellent plan for distribution of used clothes on a point system, and the system was a great improvement over the methods of distribution formerly used. However, there were some who believed that conditions called for a quicker distribution, even though it might produce a less professional job and some duplication. Other Welfare activities were progressing satisfactorily.

Displaced Persons. Alspach had come from Caserta and had arranged for the Greek Government to sign the Multilateral Agreement. He and Mrs. Geldard Brown were representing the Department, but activities had suffered by reason of the absence of the staff, due primarily to a disagreement regarding the return of Barger, who was head of the Division.

Distribution & Transport. As explained above, Gerstenzang accompanied me and over a period of several days arrangements were made to start activities of this Division and for the return of the staff.

Outlying Districts. Many of the staff had gone into the Districts, and although I had little chance to check on activities there, reports received were good.

Transportation. There were considerable complaints regarding the inability to move our staff to the various Districts and also secure transportation from Cairo to Athens. On the whole, the service secured from the Military in connection with transportation left much to be desired.

Greek Political Situation

I had a conference with Mr. John Sofianopoulos, the Foreign Minister, Colonel Alex Melas, a member of Parliament and a close friend of General Plastiros, and attended a number of meetings where I met Government officials, officials of the J.R.C., and others. There is still great uneasiness about conditions. Everyone wants peace and security but there is some doubt as to the stability of the Government, and many are unwilling to take a firm stand for fear of consequences if they declare for the present Government and it should eventually fail. However, all realize that the Government must be supported if it is to succeed. They are playing a waiting game, pending the outcome of the struggle between the Government and ELAS.

Prices are high, and although people are no longer parading, business has not fully resumed, as there seems to be great uncertainty about financial conditions and no one is willing to assume financial responsibility or to accumulate stocks with the future so uncertain.

Greek Attitude toward U.S. and British

The Greeks are very friendly towards Americans. The standing of the British with the Greeks is also high. Prime Minister Churchill was in Athens the day before I arrived. He received a splendid reception and his speech not only was well received but was regarded by all as giving a great boost to the morale of the country.

Conditions in Athens

The weather is still extremely cold, with snow. This Winter is generally regarded as being an unusually cold and severe one. There is still evidence of the destruction caused during the civil war. However, much progress has been made in clearing up the town. Considerable work is being done on repairing the streets, the trolleys are back in operation, barb-wire barricades have

been taken down from in front of the ML Headquarters building, and life appears on the surface to be normal, with many automobiles on the streets.

I stayed at the Grande Bretagne, where there was hot water and some heat. Most of the UNRRA staff are still at the Acropole Palace Hotel, where there is hot water only a few hours in the day, not much heat, and some windowpanes still missing. The food at both places is reasonably good for army food.

We are expecting Sir William, Roy Hendrickson, George Xanthaky and Commander Jackson here almost any day, and I am quite sure that after our conferences here a complete and detailed report will be forwarded to you. Therefore I have only touched the high spots in this letter.

With kind regards, I am

Very truly yours,

Neville Miller
Neville Miller
Senior Deputy Chief
Balkan Mission

Greek Mission

27 February 1945

*atd
19 Dec. 1944*

TO: Mr. H. E. Caustin
FROM: Charles L. House
SUBJECT: Report of Greek Mission Personnel in Greece

The attached report on the experiences of Greek Mission personnel in Greece has just been received from the Balkan Mission. I am sure the Governor would be interested in reading it.

CLH:BS:cl

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, SHARIA DAR EL-SHIFA, GARDEN CITY, CAIRO.

CAWA

CALO

TELEGRAPHIC ADDRESS
UNRRA-CAIROTELEPHONES:
53170, 51421, 55439,
41217, 43830

REFS.:

OURS

YOURS

5 February 1945

TO: Deputy Director General,
Bureau of Areas,
UNRRA, Washington.FROM: Office of Chief of Balkan
Mission, Cairo.

Following their return from Greece in the middle of December members of the staff of the Greece Mission held various meetings at which they expressed their views, often very critical, on their experiences in Greece, the policy which had been pursued there, and the conditions under which they were prepared to work in future. In order first to give them a medium through which to air their views and secondly to obtain as much information as possible about their experiences and the general trend of thought, a questionnaire was prepared and issued to the 40 Greece Mission workers who had returned. In spite of the strong views held by some, only five availed themselves of this opportunity.

A copy of the questionnaire and the replies are attached.

M. C. Gamm-Handy

For Chief of Balkan Mission

3819


CONFIDENTIAL

19 December 1944.

TO: Members of the Greek Mission who
have returned from Greece.

FROM: R. F. Hoddinott, Chief Intelligence Officer.

The members of the Greek Mission who have just returned from Greece can be of great assistance to the Balkan Mission in giving a careful account of their experiences before and during the period of fighting as well as any opinions they may have regarding the operation of the Mission there. This information will be valuable for planning future operations, not only for the Greek Mission, but also for the Yugoslav and Albanian Missions and possibly elsewhere. Topics of special interest to the Balkan Mission are listed on the attached sheet. Additional information, not outlined below, will also be appreciated.


R. F. Hoddinott
Chief Intelligence Officer.

CONFIDENTIAL

Questionnaire for members of the Greek Mission
returned from Greece.

(Please answer questions on a separate sheet.)

1. Name.
2. Position on the Greek Mission.
3. Dates of arrival and departure from Athens.
4. Description of living conditions - billets, food, usefulness of bedding, uniform, etc. issued in Cairo.
5. Description of working conditions - usual duties, special assignments during period of strife. Comments on these.
6. How much official contact did you have with the ML? Did this seem to be desirable from the point of view of UNRRA's overall program? What lessons can be learned from this?
7. Your activities, if any, in connection with the Joint Relief Commission of the International Red Cross. Attitude of the Greeks toward the J.R.C. Your own estimate of its efficiency, etc. Has unjustifiable use been made of the JRC by the belligerents? Names of any members of the JRC who might be useful for UNRRA to contact later, with brief reasons.
8. Describe any parts of (a) the Greek Government, (b) EAM-ELAS, with which you actually dealt. Evaluate them in relation to the problem of relief work.
9. Greek Voluntary Agencies. Describe the formation, facilities and staff of any such agencies you may have dealt with.
10. Describe in detail any phase of your work upon which you were able to make progress before the outbreak of hostilities which might later be resumed.
11. Give any first-hand or other reports (specify which) on social, economic and political conditions outside Athens.
12. Would it have been best for the Greece Mission to have lived together as a unit before moving to Greece? If so, please give reasons.
13. What effect will the present British military operations have on future relief work by UNRRA? Give reasons.
14. In such a situation was the discipline imposed upon UNRRA personnel sufficient or correctly directed?
15. What mistakes and omissions can you point out in UNRRA training programs? On what points should you have been briefed upon which no information was given you?
16. Give any other information and constructive suggestions you think will be of value to the Balkan Mission, bearing in mind that the UNRRA objective in Greece still remains, with difficulties probably increased.

21 December 1944

CONFIDENTIAL

TO: Mr. L. Gerstenzang

FROM: F. C. C. Balfour

You have asked me for a note of my views, in the light of recent events in Greece, on what course of action will best enable UNRRA to fulfil its role in that country, firstly during the military period and secondly after that expires and, in attempting to comply I have to plead guilty to discussing matters and making proposals which are outside my functions. If any such appreciation is to be realistic it must take count of two distinct sets of considerations. Once a policy has been laid down by higher authority, it will be necessary to consider what personnel will be available and willing to operate it.

2. I suggest that during the military period three lines of action are open, as soon as the course of operations and political developments permit the return to Greece of those parts of the Mission which have been temporarily withdrawn. These alternatives may be summarised as:

- a. To revert to the status quo ante the temporary abrogation of the ML-UNRRA agreement of November 24th last and re-establish the integration in ML of the Bureaux and Departments of Requirements and Supply, Distribution and Transport, Health and Welfare.
- b. To come to a new agreement with ML whereby UNRRA would act, on the one hand, as the agent of ML for the warehousing, transport and distribution of supplies imported by them and handed over to the Greek Government and on the other, in an advisory and supervisory capacity vis-a-vis the Greek Government with a view to securing equitable and impartial distribution. To this end it would probably be convenient that personnel of the Bureau of Distribution and Transport should take over the executive control, under the general direction of a committee or board of management appointed by the Greek government, of the organization set up by the J.R.C. in the Capital and the provinces. By some means or another it is of first importance to maintain the continuity of action of that organization.
- c. To withdraw from Greece until the end of the military period.

3. I am very far from suggesting that the tail should be allowed to wag the dog or that the staff should within our or any other organisation even approach to a position where they dictate to, or unduly

influence, the high command in matters of policy. Nevertheless it may be convenient to consider the aspect of the problem mentioned in the last sentence of paragraph 1 above, before discussing the comparative merits of the alternatives set out in paragraph 2, if only because the resignation of any considerable number of the staff as a result of a decision on any particular line of action would imply replacement and training and consequent delay in taking the field effectively unless the staff of another Mission could be drawn upon to fill such gaps as might occur. As Acting Chief of the Balkan Mission Mr. Miller convened on December 19 a meeting of members of the Greece Mission who had returned to Cairo. The officers present expressed their views, based on experiences (all in Athens) with frankness and with obvious sense of responsibility. I think, however, that it is fair comment that they had not all thought out the implications for UNRRA itself, or for the population of Greece, of the policy they advocated or the position which they considered that UNRRA should take. It is not an overstatement to say that the officers who, (unless any of the majority subsequently modify the opinions which they expressed at the meeting) would be prepared to serve under a policy of re-integration (2 A), was limited to a minority of one or two. The sense of the meeting was strongly in favor of the complete withdrawal of the Mission now, but divided on whether work should be resumed during the military period or not. There was, however, as I have suggested, a good deal of confused thinking and the advocates of complete withdrawal during the military period included some who were deeply impressed with the urgency of bringing relief to Greece, the case of burnt villages being particularly insisted upon.

4. A. To revert to the alternatives in paragraph 2, it is always difficult to re-establish an association once broken, but it must be remembered that it has, (although I am not quite clear on the present position in Athens), been at least partially maintained in respect of Supply and Requirements, Health and Welfare and that it is only in the case of Distribution and Transport that the break has, at least for the time being, been completed. Even in the case of the Bureau of Distribution, integration worked effectively and smoothly in all Districts and Regions. Moreover, while Mr. Archer invoked paragraph 9 of the "Basic Principles" dated November 24th in putting integration in abeyance, he did in the subsequent correspondence with Maj. Gen. Hughes make it clear that it was his intention that the separation should be temporary and that the agreement should again be effective at the appropriate time. (What I have written above in this sub-paragraph has to some extent become out of date during the time that it has been in draft and in addition we have discussed the policy of integration in general and its application in Greece. The latter aspect is, of course, inseparable from the personalities of those chiefly concerned. On the former I need hardly say that the disadvantages of the policy have been brought home to me by the march of events).

B. It appears that the plan tentatively outlined in paragraph 2B can be brought within the meaning of the Agreement of April 3, 1944, as interpreted by the Combined Chiefs of Staff in the paper sent to Governor Lehman on October 11th. It would have to be worked out in

detail in such a way as to ensure that UNRRA could effectively carry out the task of bringing relief to the Greek people. While I believe that, as a matter of policy, it is agreed that it is for the Greek Government to distribute the supplies made available and handed over to them by the United Nations, the extent to which the Greek, or any other Government of a liberated country, may from time to time be actually capable of so doing is a question of fact; and, as the essential considerations are that the people should be fed and the country rehabilitated, it follows that the amount of executive work which UNRRA may have to undertake in any country at any particular time, working behind and in support of the national government, will vary and will have to be kept under constant review. In Greece the organization of JRC is still in being. It is of first importance to maintain it in some form or another with such modifications as may be necessary as a distributing agency available to the Greek Government and/or UNRRA.

C. To withdraw from Greece until the end of the military period appears to me a policy of negation. If it was correctly reported by Reuters on December 20th, Governor Lehman has announced in London that UNRRA will return to Greece when the disturbances cease. This statement reached Cairo while this memorandum was in draft and appears to dispose of this alternative.

5. If the policy of integration is to be maintained at all, and that is a question in which I personally keep an open mind, I suggest that the Chief of the Greece Mission might be authorised to proceed along lines which combine alternatives A and B. In other words to maintain during the military period integration where it has proved satisfactory and workable, namely in the Bureau of Requirements and Supply, in the Departments of Health and Welfare and at District level; and to use the Bureau of Distribution on the lines indicated in paragraphs 2B and 4B as a quasi-independent distributing agent responsible to ML during the military period and to the Greek government.

6. The course advocated in paragraph 5 would place UNRRA in a good position to take over from ML at the end of the military period but there may be other and better ways of so doing.

Questionnaire for Members of the Greek Mission
returned from Greece.

1. A. Eastmond.
2. Specialist in Industrial Rehabilitation.
3. Arrived Athens 19th November 1944
Left Athens 18th December 1944.
4. In Athens - Acropole Hotel. Very comfortable. Bedding not required in Athens except perhaps additional blanket. Uniforms should be all the same if they are worn at all.
5. Quite impossible for staff to work in a town near the two belligerents. No difficulty experienced in dealing with either party when there are no hostilities. I spoke to many ELAS men. I was always in a British battle dress. They were always most friendly and asked me many times "Cannot you do something to stop this?".
6. As an engineer for roads, communications, irrigation, etc. my contacts were mostly with the Royal Engineers. My relations with them were very satisfactory. I was dealing with ML for about three weeks. I can see many objections with the fusion of M.L. and UNRRA in the overall programme. My own relations with M.L. were excellent but there may be difficulties for UNRRA when ML hands over to us.
7. I had little to do with the J.R.C. but I thought they were a bit vague at times. When we did some distribution of food in Athens, there was considerable delay in selecting what we should collect and where we should go. I found the Greek women in R.C. uniform very cool in directing the lorry I was in.
8. Please see 5. ELAS were always most anxious to get us through to our points in the town.
9. No remarks.
10. I was collecting information (which is left in Greece) of conditions of roads and irrigation from persons returning from those parts.
11. I never got the chance to go further than Athens and Pireaus Areas.
12. Yes. We could have known each other better.

13. It is quite impossible for UNRRA to function during hostilities without casualties. It is difficult to explain to fully armed ELAS men why they are being dive bombed or why tanks are firing up and down the streets. Many innocent people are being killed. People cannot stay weeks in their houses without food and I am afraid the blow has fallen heavily upon women seeking food for their children.
14. Any discipline I saw was correctly imposed. It added slightly to our general difficulties.
15. I do not think any one of us visualised operating in a Civil War which is the worst of all types of war.
16. Great inconvenience has been caused by personnel being separated from their baggage by reason of air travel. In this part of the world, we have to arrange for very cold and very hot climates. A luggage limit of 60 lbs (or less) is insufficient. In Greece, we were only allowed 55 lbs. We were there over a month. Our luggage by sea, however, never reached us up to time of departure. As regards myself, I would rather go into Greece again by sea unless a more generous luggage allowance is made.

Personal Report on the Greece Mission

J. W. Kent

1. J. W. Kent
2. Chief Warehouse Officer
3. Arrived November 14, left December 17, 1944
4. The accommodation at the Acropole Hotel were well up to the standard of a first class hotel of this description and better than anticipated. The food which consisted of items quoted on the Field Army Ration Scale would have been improved if local purchases of produce had been permissible.

The two blankets taken (by air) from the service (bedding) kit were necessary to increase the number of blankets allowed by the hotel if we were to be kept warm.

Uniform caused attraction in the streets, if we desire to advertise our presence this is one good way of doing it. Came in useful for visiting Warehouses and should be worn to save civilian attire where possible. Its likeness to the British Army uniform meant a certain amount of risk was being taken when ^{away} from the hotel and near ^{or} behind the ELAS lines.

5. Although I had an office set up at Athonides Building, it was of little use except to attend to a small amount of correspondence and a few interviews. If the other offices in the building had been used and the usual contact available on the spot with other personnel, it would have been more useful. As it was the office I had at ML HQ proved much more satisfactory and convenient.

The facilities available for office work were negligible. My office furniture was borrowed from a member of my staff who had previously had an office in Athens. I managed to get what stationery and office equipment, including the typing of reports and correspondence, as required from the Military.

As we were able to hire a number of taxis, the necessary conveyance was always available to get from the hotel to HQ, ML, No. 1 District, the warehouses, depots and dumps in Athens, Pireaus, etc., and local calls in the town. During the time the hotel was in "No Man's Land" and under fire, this convenience was cut down to one station wagon, as the taxi drivers were on strike and the other station wagon was unusable owing to bullet holes in the radiator, etc.

The danger of leaving the hotel was stressed at the outbreak and a notice posted accordingly. Therefore, the number of personnel who had to travel during this period was small, the one station wagon usually being enough for our needs.

6. Immediately on arrival I contacted and joined Col. Warren, Chief of S & P ML HQ, Greece and we agreed on a plan of operation, installed UNRRA personnel into their various port depots by signal to the

Depot C.O's, and commenced to plan for the future. A very necessary procedure under the present military arrangement. Many other ML officials had to be interviewed, owing to transport and accommodation requirements, statistical returns and general information. After interviewing a few concerns on the manner in which supplies to the ports are received, and to get back to pre-war normal working conditions by an early stage much quicker than the one made necessary by the ML routine, it appears more economical and would bring us earlier success if we were to act on our own initiative from the start, without the military, as far as the receipt of supplies are concerned and their distribution to the markets, mills and wholesalers, as the duplication of the handling of supplies is in many cases unnecessary and will not operate under normal peace-time conditions.

7. Along with Mr. Jacobsen and Mr. Davis, I spent two days at JRC headquarters upon arrival, and consider their set-up most efficient at headquarters and at the head of their numerous centers in the country, but when the actual distribution from the warehouse stocks is taking place and the control of the staff, stocks, records, and outgoings is looked over, it leaves a lot to be desired.

Use can be made of the various heads of departments, i.e. Mr. Arnoe and his assistant, some of the managers and their staff, but they would have to be, for the start, secondary positions until they were able to prove their efficiency and show that they were able to get things done the way UNRRA required them.

JRC have done a good job of work but too many people appear to be taking advantage of them.

8. Only "in passing" have I contacted members of the Greek government, EAM-ELAS personnel. Those connected with supplies.
9. No dealings to date.
10. A) I had progressed to the stage of engaging applicants of above the average intelligence for junior supervisors and other positions in an effort to train them to replace military personnel, it all dependent on their ability what position they would eventually be able to hold, in accordance with the Warehouse Appreciation and Plan on the positions and lay-out of warehouses, the facilities, control, staff, stocks and records.
B) Preparing the basis of a cash accounting system for the UNRRA/ Greek Government period.
C) First operating in the Athens-Pireaus areas under personal observation with the object of integrating the same procedure to all districts as they were proved applicable and necessary for the future objective, i.e. that of returning to normal peace-time conditions.

11. ML reported that six posts were working satisfactorily, Kalamata, Patras, Volos, Salonika, Preveza and Pireaus, prior to the outbreak and that the residue, with the exception of Crete, would not be long.
12. The closest cooperation of the Mission is essential if we are to work as a team in the field, and have a complete knowledge of what each section's work consists of and how it affects our own. This is very necessary in the Warehousing section, which covers all supplies, food, clothing, shoes, medical supplies, agricultural equipment, MT spares, coal, fuel, etc.
13. The answer to this question can be best described when we were told that the British could not be fighting and killing Greeks and at the same time want to be neutral and feed and clothe them.
14. No. Control not strong enough or decided in their views.
15. In addition to the close cooperation of the section heads of Distribution, Warehousing and Transport, contact and operational discussions should be made between the section heads of all other divisions. The object being to have an idea of how they are functioning and to guide our work to coincide with theirs wherever possible.

The Warehousing Section has formed, in conjunction with ML, a clean-cut program, detailed in the main, in the Warehousing Appreciation and Plan and appendices, and can be operated as we progress to a function relative to the pre-war civilian operation in Greece.

16. There are three ways in which we can proceed.
 - A) Alongside ML, helping and assisting to guide their routine operation towards the objective when the Greeks can take over a concern somewhat along the same lines as they understand it and in keeping with their original economical procedure pre-war.
 - B) Arrange for distribution of supplies to be made from Warehousing concerns who will take over supplies from the military at the docks.
 - C) Advise cargo handling agents in the various ports what is to arrive, with instructions as to its destination, allowing them to clear the ships and transport supplies accordingly direct to the merchants and millers, etc.

This latter system is the manner in which a large majority of the merchandise arriving in Greece was handled pre-war, in accordance with the many inquiries made personally in Athens and Pireaus.

It is strongly recommended that information of this nature, something concrete surrounding a specific operation, is intimately advised by someone with the actual experience, to both Washington and London if they are to be conversant with the fundamentals of a mission and also be in a position to engage the right kind of experienced personnel to make our other and future missions successful.

Questionnaire to Members of Greece Mission
returned from Greece, 19 Nov. 1944.

Cairo, 9th January, 1945.

To : Chief Intelligence Officer, Greece Mission.

From : A.F. NAYTON, District Director, No.1 District.

The reply has been delayed (not as long as appears to be the case as your date should read, presumably, December and not November) owing to my absence from Egypt. The section numbers are those of your questionnaire.

1. A.F. NAYTON.
2. District Director No. 1.
3. 13th November 1944 - 18th December 1944.
4. Bedding and warm clothing is essential for all officers who go out into the district and should go with such officers from the outset and not follow them. Uniform if worn should be distinctive. Battle dress should not be worn as it is not distinguishable from army clothing. An UNRRA officer disguised as a private soldier is likely to have difficulties when dealing with unknown senior army officers and is likely to start off on the wrong foot. I always wore mufti and had no difficulties.
5. No comments. Most officers were unaccountably "confined to barracks" by order of the Chief of Mission and were therefore unable to carry out the duties assigned to them by ML. The voluntary distribution of rations to hospitals on one day have been commented on "ad nauseam".
6. Continuous. I had no difficulties and contact was most desirable. Much was learned from the ML set-up and the work would have been useful if the duties assigned to them had been carried out wholeheartedly by the UNRRA rank and file. UNRRA personnel must be made to realize that discipline and team work are essential and once decisions have been made on higher level individual officers must implement such decisions with loyalty, notwithstanding their own private opinions. In general UNRRA should function as an independent Agency as far as possible. The work of the American Red Cross might be illuminating in this respect.
7. Not many individual members on ML committees etc. In general the Swedish and Swiss officials appeared to be efficient and well

informed. They certainly carried out excellent work, especially in the capital area, notwithstanding great difficulties. The Swiss efforts of milk distribution and feeding of children etc. was quite outstanding. Available figures show a lower death rate in 1944 than pre-war. Drs. de Fischer, Curry and de Rougement (Crete) have much valuable information and were most helpful.

Of the Greek official met, only one officer from the Ministry of Transport showed real efficiency and knowledge. Most of the others dare not venture an opinion or make a decision. The Greek Government representative in the Peloponese, Mr. Christoforou, was excellent as far as he could be under the conditions obtaining.

8. No remarks.
9. No remarks.
10. No remarks.
11. No remarks.
12. No. Working hour contacts are sufficient.
13. The future Government. whether effective or otherwise will be the determining factor. I do not think the military operations themselves will have any effect.
14. It was insufficient and poorly directed.
15. Perhaps the information regarding the political tension was out of date. Party feelings were much stronger than I gathered from such reports as I perused.
16. The value of team work and discipline must be emphasized. Individuals must work loyally to carry out the policy decided upon. Personal opinion should not count and individuals should not play a lone hand and advertise their personal prowess.

A.F. Nayton
D.D. No.1 District.

Reply to Questionnaire for Members of the Greek Mission
returned from Greece.

1. Name : Calvin N. YUILL.
2. Position : Acting District Welfare Officer, Dist. 4.
3. Arrived in Greece : 28 November 1944.
Departed from Greece : 18 December 1944.
4. Living arrangements and equipment :

Lived at the Acropole Palace Hotel under conditions that were as satisfactory as circumstances permitted. Would have been very cold were we not able to use Army blankets from bedrolls.

Was advised to get out of battle-dress on my second day and caught a bad cold next day by changing to lighter civilian clothes. People moving into the area should be advised to take winter underwear, sweaters and extra flash-light bulbs.

5. No comment on working conditions, as I was en route to District 4 and had no opportunity for work other than special and emergency jobs.
6. No contacts with ML.
7. My only contact with J.R.C. was on the day that I volunteered with several others to drive their trucks. Was not favorably impressed with the way J.R.C. operated. Trucks were unnecessarily out of commission, and J.R.C. officials seemed to have little idea as to the actual operations.
8. Had no official contact with the Greek Government or EAM.
9. No contacts with Greek Voluntary Agencies.
10. Was not able to start work.
11. Was greatly impressed by a visit to Domvrena and another burned village about 70 miles from Athens and beyond Thebes. Materials were sorely needed here in order that people could do useful work such as roofing over the remaining walls of houses, making clothes and repairing olive oil factories and saw-mills. Greatly impressed by the friendliness of the people. Medical supplies and food are sorely needed.

12. I would see not great advantage in having the members of a country mission live together as a unit before entering the country. Prior associations have been such as to have taught teamwork and, in many cases, to have found intimate associations and friendships.
13. Present military operations will affect future associations between ML and UNRRA. In fact, it would seem difficult to foresee any way that the two could work closely without creating misunderstandings in the minds of the Greek people. The scope of operations will of course make the relief job much more difficult, in that added suffering, lack of food, and other conditions will be prevalent.

The Greek public may also misunderstand if UNRRA personnel continue to wear British battle dress. Some substitute should be found if at all possible.

14. In my opinion, the discipline imposed on UNRRA personnel was neither sufficient nor correctly directed. Photography from hotel windows which drew fire should have been prohibited; there should have been fewer threats about the misuse of lanterns and an enforcement of rules with respect to these; and, finally, personnel should not have been permitted to wander about nearby streets as long as danger persisted. These matters could have been easily taken care of if proper lines of authority had been established for the emergency. Several aspects of the situation were handled remarkably well; others were not.
15. I have no comments on the training program, other than to say that it has been comprehensive and most worth while.
16. One weakness in UNRRA that was very obvious in Athens is the failure on the part of mission and divisional heads to take the staff into full confidence and to discuss fully specific aims, objectives and methods. This is an administrative weakness that leads to unrest and disturbance within the staff, sometimes finding an outlet in resolutions and perhaps bringing unjust criticism on the heads of the leaders.

ALLIED FORCE HEADQUARTERS
G-5 Section
APO 512

18 February 1945

MEMORANDUM

TO : Governor COCHRAN
Principal Representative of UNRRA Liaison
Mediterranean Theater

The CAO has in mind raising for discussion the following points at tomorrow morning's meeting with the UNRRA representatives:

1. What is necessary to enable UNRRA to take over in Greece on 1 April?
 - a. Is the present set up satisfactory as to personnel and organization?
 - b. How is it proposed to coordinate and handle shipping?
 - c. What contributions are expected from the military?
2. The relationship to General Scobie's HQ?

The CAO wishes to have the ideas of the UNRRA representatives on these and other matters incidental to the general problem of turnover.

CHARLES M. SPOFFORD
Brigadier General, G.S.C.
Assistant Chief of Staff, G-5

Greek Mission
Mural - Reports

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

February 17, 1944

To: Mr. G. Xanthaky

From: Mr. C. Janus

Subject: Notes on preparation of Industrial Rehabilitation Reports.

Several members of the Division have made inquiries about the form, scope and general assumptions in our rehabilitation reports. To help answer their questions and, at the same time, to crystallize our own thinking for planning in Greece, I have set forth the following observations for your consideration:

Scope

Under the terms of the UNRRA Agreement we will write programs only for those essential industries which produce consumer goods.

The purpose of the rehabilitation programs will be to attain levels of production in each country sufficient to meet the primary needs of the population. In this sense rehabilitation shares the emergency pattern of relief.

Outline of Reports

Each report should include the following sections:

a) Background material

Factual material on the industry giving the number and locations of the factories; number of employees; wage scale; working conditions, and so on. Also, any information on the condition of the machinery in the factories; destruction by the military; movement of machinery out of the country, etc. In other words, as complete a picture as possible of the industry under military conditions.

b) Pre-War Production Figures

Pre-war production figures of the industry giving import and export figures, together with dollar values.

c) Present Production Figures

Present production figures of the industry.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

To Mr. Xanthaky

Page 2.

d) Requirements

Requirements for the first twelve months after the military period broken down by quarters. These requirements should be summarized in chart form giving name of the commodity, priority, number of units, dollar values, weight in short tons and possible source of supply, and shipping schedule by quarters.

e) Private Agencies' Role

Since the UNRRA industrial rehabilitation program is limited to relief operations, the role of private agencies, which are interested in long term rehabilitation projects, should be stated. Wherever possible recommendations should be made where private agencies could continue the UNRRA program and specific projects could be mentioned, which are outside of UNRRA's scope. These would include such projects as rebuilding of historical monuments, restoration of university laboratories, establishing schools for the training of industrial workers, etc.

f) Chief Industries

Some agreement should be reached on what is considered the chief industries that would fall within the scope of UNRRA industrial program. I assume that these should be the Textile Industry, Food Processing Industry, Fisheries, Mining and Metallurgy, Building Materials, Chemical Industry including fertilizers and Fuel Industry.

The foregoing industries are the ones on which we are building the Greek Industrial Rehabilitation Program.

As you know, the fisheries program is already completed and we have most of the information on the textile program. I am now working on the fertilizer and food processing industries. The first draft of these two reports will be finished within the next few days.

Greek Mission Report
FORM 11/2/2

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, SHARIA DAR EL-SHIFA, GARDEN CITY, CAIRO.

CAWA 723.

TELEGRAPHIC ADDRESS
UNRRA-CAIRO

REFS.:

OURS DT 503/7

CALO

TELEPHONES:
53170, 51421, 55439,
41217, 43830

YOURS

27 January 1945

Approved by Chief of Balkan Mission

Mr. Mikhail Menshikov
Deputy Director General
United Nations Relief and
Rehabilitation Administration
1344 Connecticut Avenue, N. W.
Washington 25, D. C.

Attention: Mr. George Xanthaky

Dear Mr. Menshikov:

I am enclosing herein a copy of a report which I have just received from Mr. C. L. Fontaine, District Distribution Officer in District No. 3, Greece, even though you may receive the same report direct from Athens, because I think it one of unusual interest and illustrative of several points of importance which I cannot stress too strongly.

I think the opening sentence of this report says a lot in a few words: "There is a very great deal of work to be done". It so happens that I have had the opportunity, during the past week, of talking with two Lt. Colonels, one British and one American, who, until a few days ago, were part of the ML staff in this same district and everything they told me confirmed Mr. Fontaine's simple statement.

In the paragraph entitled "Distribution", Mr. Fontaine concludes by stating that twelve to fifteen additional Distribution and Transport personnel are needed in No. 3 District. This confirms our experience in the other mainland districts of Greece and impells me to point out to you that UNRRA cannot expect to handle the "very great deal of work to be done" unless we are prepared to put into Greece adequate staff to do it. We must realize that at the present time, and probably for some time to come, we are in the unique position of being the only acceptable group to all factions in the Greek political pot-pourri. We must recognize that we shall not be able to rely as heavily on Greek personnel as many people have wishfully thought we could.

3447

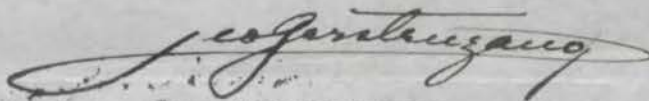
Prof.

We are fortunate in having had available for work in the Salonika district a man who knows the milling business, Mr. August Hausmann, one of our Distribution Officers. I think Mr. Fonatine's report is rather conclusive evidence of the necessity of having an impartial milling man at a point of such importance. If supplies during either the military or post-military period are not to be dissipated by lack of proper control, we must be prepared with adequate and qualified personnel.

In his last paragraph, Mr. Fontaine puts his finger on perhaps the most crucial problem of all, that of transport. Evidence is accumulating daily that the comparative abundance in Athens of vehicles suitable for staff transport (at least before the recent disturbances there) is not duplicated in other parts of Greece. I accordingly urge that you spare no effort in Washington to convince the military authorities, and the supply people in general, that UNRRA must be provided in one way or another with the means of moving about the country if an effective supervision of the distribution of very precious supplies is to be attained.

I shall not comment in detail on the rest of the report but, even though brief, I think it gives an extremely interesting picture of the efforts being made in the face of great difficulties to prepare for the revival of the local economy of the area in question. A beginning is certainly being made in the right place, for without communications little can be accomplished.

Very truly yours,



Leo Gerstenzang
Deputy Chief of Balkan Mission
Bureau of Distribution and Transport

C
P
Y
C/C Mr. Leo Gerstenzang
Chief of Bur. Dist. & Tspt.
Cairo, Egypt

Thessaloniki, 21st January 1945

C/C Mr Carl Compton

To: Mr Laird Archer
Chief of UNRRA Mission to Greece
Athens, Greece

Attention. Mr Leo Gerstenzang
Chief of Bureau Distribution & Transport
Athens, Greece

From: Carl Compton, District Director
by Leon Fontaine, CD&TO - UNRRA, H.Q. District 3 (Greece)

There is a very great deal of work to be done.
Under present conditions those who are doing the work have very little
time left for the making of reports.

DISTRIBUTION.-

----- Under the truce terms British and American Officers are
permitted to accompany convoys to the areas within 20 miles of
Thessaloniki. UNRRA Officers will command convoys to points outside
that area. The following convoys are planned:-

20 trucks to make a circle trip to Axioupolis, Goumenitsa, Yanitza,
Nea Khalkidon, Ghidas, Verria, Naoussa, Edessa and Ardea carrying
clothing and shoes, kerosene and matches, canned milk, etc.

30 trucks for Castoria carrying food stuffs of all kinds.
I will take out the first convoy and the second for Castoria will be
probably in charge of Mr. Archie Johnston. Our associates have not
yet been selected. Three UNRRA Officers will accompany each convoy.

To insure fair and equitable distribution not only in the towns
but in the villages additional personnel are very badly needed.
Mr. Hausmann broke an arm on a recent trip and is now spending all
of his time at the Allatini Mill trying to bring some order out
of the milling situation for the I.R.C. We could make good use of
the services of 12 to 15 additional Distribution and Transport
Officers in this district.

MILLING INSPECTORS.-

----- Yesterday the discovery was made that the Allatini
Mill which was supposedly under I.R.C. supervision had been mixing
rye with good quality wheat furnished them by M.L. in producing the
flour which they furnish to the I.R.C. This process has enabled
them to accumulate 200 tons of Manitoba wheat which they now claim
belongs to them. It is suggested that 2 milling specialists be
sent here to supervise flour milling operations since the Distribu-
tion Officers do not really have time for this work and their other
many duties.

TRANSPORT.-

----- 10 jeeps could be used by UNRRA personnel here at H.Q. and 3 each for Region F. and G. when they open up. It is unnecessary for me to state that unless we do have adequate transport we cannot do an effective distribution job. 7 daily truck routes have been established to points within the perimeter (20 miles from Thessaloniki) to take out I.R.C., Agricultural Cooperative and other supplies and bring back wood, produce, etc. Region F. ML Officers from here returned to Volos Thursday and I understand have arrived there. UNRRA Personnel should of course be sent into that region immediately. Since Volos is under command of this ML H.Q. and there is wireless communication I believe the region can best be supervised from Thessaloniki. I hope that distribution and transport personnel may be immediately signed for this purpose.

RAILWAYS.-

----- 9 miles of the railroad from Thessaloniki to Nea Magnesia en route to Serres have been restored. I was successful in having ML grant a certain amount of Diesel oil and lubricant for the railroad Diesel engines used in repairing rails and in the bridge repair shop. The jagged rail broken by German demolition bombs, dropped at intervals of about 30 yards, is smoothed off and joined together. The work now being done is on the Serres line within the truce limit of 20 miles from Thessaloniki. A slow speed line but satisfactory for movement of freight is the result. 9 locomotives damaged by the Germans have been brought in to Thessaloniki for repair as the result of the work already done. On the other end of this line operations were extended from Serres to Rodopolis several weeks ago.

The narrow gauge to Stavros, as a result of a grant of 30 tons of coal 388 long tons of wood and charcoal has brought into Thessaloniki between November 27th and January 8th. The narrow gauge is one of the important factors in maintaining the life of the little town of Stavros.

Operations will be started within the next two weeks on the rail line from Agra (just west of Edessa) via Amyndeon to Monastir. The 2 mile spur to Florina has not yet been opened.

ROADS.-

----- The Royal Engineers are now working on the bridge over the Axios river near Nea Khalkidon. It is expected this work will be completed within 3 weeks which will save much time for the convoys which now move via the bridge at Axioupolis. Generally the roads are in a ver bad condition which necessitates much repair work on the lorries.

The remains of the old bridge just west of Yanitza have been blown up by ELAS. They are working on a new bridge there. Meanwhile convoys for points Edessa and West are routed via Verria.

INDUSTRY.-

----- The Raido reports that a loan of £1,500,000 is to be granted to Industry in Greece. We hope this is true as one of the primary needs is to put the people back to work. Much information is available in this office regarding industrial needs. Mr. Malens department were going to prepare a special form for the purpose of reporting industrial information.

SUPPLIES.- A signal was received by ML yesterday asking if there was satisfactory warehouse space in Thessaloniki for 20,000 tons. We have very much hope this indicates that additional supplies are on the way

27 Jan 1945

Article

for

"THE AHEPAN"

George H. Hanson
Reports, Miss

Entitled: "UNRRA and Relief of Material Distress Among the Greek People"

The question is often asked -- "What relief is UNRRA bringing to Greece"? -- and it is a fair enough question, but it is one-sided. Those who have friends and dear ones in Greece, as I have, will, I think, put the question in a different way, that^{is:} "How can the Greek people get from UNRRA the relief and help they need?" What follows ^{is} an illustrative answer to this last question.

The first case I am going to take is that of a young friend of mine who operated trucks between Grevéna and the City of Thessalonica. Of course he has lost his trucks and so his business. The people of Grevina cannot get supplies nor send the products of their farms to the markets of Kozani and Thessalonica. He needs a truck to start his business again.

UNRRA does not think specifically of this man's needs but it knows that before the war there were a certain number of trucks in Greece, that they were operated by their Greek owners and that the war has destroyed most of them, so UNRRA is purchasing and shipping trucks to Greece.

Together with my friend, other truck owners all over Greece will report their losses to the proper authorities so that when the trucks reach the various parts in Greece, the UNRRA transport officers will probably lease these trucks to the list of truck owners and operators submitted to them by the Greek authorities, and so the old transportation systems, and perhaps new ones, made necessary by the

destruction of the railroads, will begin to operate, and my friend will go back to his old job, and perhaps ultimately, through the work he performs in transporting supplies, acquire the ownership of the truck.

Now I am going to take the case of a friend of mine in the village of Gephira near Thessalonica. He has a wife and two children. His house has been burned by the Germans in reprisal for an attempt to destroy the railroad bridge over the river Axios. He and his family are living in a shelter leaning up against one of the walls of their burned-out home and have to do their cooking out of doors, because even if they have friends in other places who would take them in, they must stay in the village in order to cultivate their fields and vineyards.

The president of the village prepares a list of all the houses burned and my friend has told him his needs. Similarly his neighbors whose houses have been destroyed, report the damage. The list so formed is combined with lists from other villages from this and other prefectures. The district directors of UNRRA have sent field officers to check the lists and so UNRRA and the Greek authorities know how much and what kind of materials are needed to provide the necessary shelters throughout the country.

In the meantime, the supply bureau of UNRRA in Washington has been buying nails, tar paper, corrugated sheet iron, hand tools and other building materials. These are loaded on ships and sent to different ports in Greece for the UNRRA Mission there. The Government authorities will then, in agreement with the UNRRA distrib-

ution services, allocate these materials to the merchants who sell building materials in the various districts or to special warehouses of the agricultural bank that are scattered throughout the rural districts.

While all these things have been going on, the cost of the essential repairs have been estimated, and my friend has been given a paper showing the amount, and authorizing the agricultural bank to advance him the necessary funds in reparation for that part of the war damage that he has suffered. When the supplies arrive, my friend draws the money to pay for them and the labor, and proceeds to fix up his house so that he can live in it. Thus his need for shelter has been met with the help of his neighbors, with the money from the Greek authorities, and supplies from UNRRA.

Next is the case of my friend in Argos. He is a tailor but he also ~~sells~~ sells the cloth for the clothes he makes. As it has been almost impossible to get cloth for a long time he has had no work to do and no income so he has been living on what was provided by the Joint Relief Commission of the International Red Cross, and he needs cloth and other supplies in order to get back to work.

UNRRA doesn't know this friend of mine, but it does know how many people are in Greece and it knows pretty well how much cloth it takes to clothe people so the Textile Division of the Bureau of Supply at UNRRA Headquarters in Washington has been buying cloth of all kinds, needles, thread, lining materials, buttons, etc. My tailor friend in Argos belongs to the Tailors' Association, and this

association, with the wholesale textile merchants, have prepared their lists of textile supplies needed. In like manner, lists of textile requirements have been compiled in cities and towns throughout Greece, and forwarded to the proper authorities, and they, together with the UNRRA Requirements and Distribution services, have allocated the cloth to the merchants and tailors throughout the country, including my friend. Like merchants here, they will probably be granted something like a ninety days' credit. My friend can now go to work and make clothes for his customers. Since there is such a great scarcity of clothing probably everyone will have a ration card, which will entitle him to get the clothes. If he has money he will pay for them; if he has lost all he had because of the war, he will probably receive an order for the clothes which shows the amount of money the suit is to cost, divided between two items, the cost of the cloth and other supplies, and the cost of making the clothes. Then my tailor friend can take this order to the bank. The cost of the cloth and materials will be withheld against my friend's obligations, and the cost of the work of making the suit will be paid over to him; so, he has gotten his cloth and the work he needed, with the help of the UNRRA, bank credits, and the authorized textile distributors.

There is one more case which I will describe. It is the case of a foreman whom I know in Athens. He used to be in charge of laborers on excavation work and there has been no work of this nature for him, so he has had to depend on direct relief for his livelihood. He has reported his case to the community welfare office of the Greek Government Ministry of Public Welfare. Attached to

this office is an UNRRA welfare office in an advisory and control capacity, to assist in gathering and verifying the lists of needy persons and their families and also to register my friend and others like him, for jobs as and when they are available. This community welfare office list, together with those from other offices, are forwarded to district welfare officials and are used to prepare the ration cards that enable those who, like this foreman, are unable to pay. They may then be given, through the community welfare offices, the money required to buy the rations. When he finds a job or one is found for him, the Ministry of Public Welfare will stop giving him money pay for his rations.

UNRRA is gathering all kinds of supplies and equipment in America, Great Britain, ^{Australia, New Zealand,} Canada, South America and elsewhere. It also has a mission in Greece composed of experts in transportation, distribution, welfare, agricultural and industrial rehabilitation, doctors and nurses, and special people to help displaced families get back to their homes. In Greece, the government, the business people, the bankers, the factory workers, the tradesmen, the farmers, the professional men and women will all need, and be needed by, UNRRA to get started in the normal activities of the country.

In order to use all these people and serve all these people, UNRRA supplies which, for the present at least, are a gift to the Greek people, will be converted in the process into money to facilitate the equitable distribution among all the people without distinction as to race, creed or political opinion, and to provide the salaries and wages which are needed for productive enterprise and the purchase of the local products of such enterprises.

When this process has gone on for a year or so, and the hopes and plans of the Greek people throughout the past tragic years begin to be realized, UNRRA can consider its mission completed in Greece.

Charles L. House
27 January 1945

Gr. Mission - Miscel Reports

(Copy filed under Greek Mission)

UNRRA Preparations for Greek Operations

The Director General of UNRRA on the 6th of January wrote to the Chairman of the G.C.A.C. stating that immediately upon cessation of the present hostilities in Greece UNRRA would be prepared to assume its full responsibilities in that country, pursuant to such agreements and arrangements that might be made between UNRRA and the constituted authorities.

UNRRA EXPERIENCES IN GREECE

Commencing in mid-October UNRRA staff began moving into Greece where UNRRA was slated to assist ML in the furnishing of civil relief and rehabilitation. According to latest reports, UNRRA in early January had in Greece approximately 75 members of its own staff and approximately 110 voluntary agency team workers.

Although the unforeseen events in Greece have prevented the carrying out of the original plans, UNRRA staff has been active in Athens, Piraeus, Salonika, Patras, the Cyclades and the Aegean Islands. The fullest reports have come from Athens, where the staff has assisted, even at considerable personal risk during the height of the civil war, by delivering food supplies by truck, evacuating children from danger zones, assisting in the removal of the dead, and more recently, by assisting in the return of hostages. Health and Welfare staff members have been working closely with the Joint Relief Commission.

UNRRA staff in Greece has also devoted considerable attention to investigating and programming relief and rehabilitation requirements of Greece and to making appropriate local arrangements looking forward to the assumption of direct responsibility.

UNRRA Preparation for Assumption of Responsibility

In preparation for assumption of immediate responsibility in Greece, UNRRA has substantially completed the staffing of its Greek Mission, has issued instructions to its Mission Chief concerning the negotiation of the basic agreement between UNRRA and the Greek authorities, and is currently negotiating to assure continuity of the flow of supplies to Greece and the smooth transfer of responsibility for Greek operations from ML to UNRRA. Full consideration is now being given by UNRRA to the various problems arising out of existence within Greece of both de jure and de facto authority.

Personnel Requirements and Staffing

UNRRA's plan has been to furnish a minimum number of imported personnel for its Greek Mission, and to rely, to the fullest extent possible, on qualified indigenous Greek personnel. A considerable corps of qualified indigenous personnel has already had extensive practical experience through service with the Swedish-Swiss Joint Relief Commission.

UNRRA's Greek Mission, after its arrival in Greece, prepared revised schedules of requirements for imported personnel which call for a total of 260 imported staff members in the several specified categories. The Mission later reported that the supply of locally available competent Greek personnel is even greater than anticipated, and that many of the 260 positions reserved for imported personnel can, in fact, be filled by Greek personnel.

At the present time ample UNRRA staff is available either in Greece or in Cairo to meet the imported personnel requirements of the Greek Mission. In addition, the Greek Mission is prepared to utilize the following sources for any additional imported personnel which may be required for operations in Greece:

UNRRA staff available either temporarily or permanently from the overall Balkan Mission, or from other country missions.

Voluntary Agency personnel available to serve in regular UNRRA positions.

Civilianized military personnel.

Personnel in Greece of non-Greek origin.

Status of Negotiations for Basic Agreement between UNRRA and Greek Authorities

The initial steps in the negotiations of the basic agreement between UNRRA and the Greek authorities have been taken. The draft prepared by UNRRA has been transmitted to the Greek Government through its Ambassador in Washington and to the UNRRA Greek Mission. In addition, the UNRRA Headquarters has cabled revised instructions to its Greek Mission, advising them as to the bases for further negotiations, particularly in the light of the terms of the Armistice which divided the control of the country between the Government and the EAM forces.

Availability of Supplies and Shipping

UNRRA is now negotiating with the Military and the OSAB for the direct provision of supplies and shipping to Greece at the earliest possible date.

Pending the actual arrival of its own supplies in Greece, UNRRA has offered to purchase the military supplies, commencing with the day that UNRRA assumes responsibility.

Since the Allies have assumed the obligation to see that the people of Greece are fed and clothed, it seems safe to assume that all necessary arrangements will be made to provide a continuous flow of supplies to Greece during the transitional period from Military to UNRRA responsibility.

Transition from ML to UNRRA responsibility

Negotiations are now under way between UNRRA and the Military to facilitate the smooth transfer of operational responsibility from ML to UNRRA.

COPY

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

18th January 1945
CAWA/655

Governor Herbert Lehman
Director General
UNRRA
1344 Connecticut Avenue,
Washington 25, D. C.

Dear Governor Lehman,

I am enclosing a continuation of the first report on the Greece situation. The enclosed, to which I referred in my cable, will bring you up to date with events as far as we know them here. I am still awaiting Archer's views on the situation at the time of writing.

Kind regards,

Yours sincerely,

signed: Matthews

Greece Report

1288

*one copy to B.M.
Report*

1288

THE GREEK SITUATION

(This report is a continuation of the report dated 10th January, 1945)

1. Opinion of members of the Greece Mission in Cairo
 2. Relations with military
 3. Work of Greece Division
 - (a) in Cairo
 - (b) in Athens
-

1. The Chief of the Balkan Mission, who had been delayed by weather conditions, returned to Cairo from London on 3rd. January, and immediately held conferences with the heads of the various divisions and with the Acting Chief of the Greece Mission in Cairo. On 6th January, a meeting of all the members of the Greece Mission in Cairo was held and the Chief of the Balkan Mission took the Chair. An opportunity was thus given to the Mission to express their views about the status of the Mission in relation to the military. In general, the points made were similar to those raised at the previous meetings. (See Appendices U and V of earlier Report). A note of the meeting is attached as Appendix A.

In the meantime, the Chief of the Greek Mission had received copies of the resolutions passed by the members of the Greece Mission at the two earlier meetings and his comments are contained in a draft cable to Washington (see Appendix B). In addition, the Acting Senior Deputy Chief of the Greece Mission wrote from Athens to the Chief of Mission on 10th January giving his own comments on the views of the members of the Greek Mission in Cairo. (Appendix C).

2. On 9th January, the Chief of the Balkan Mission received a telegram from the Director General putting forward suggestions as to relations with the military during UNRRA's future operations in Greece and the timing of the take-over. (Appendix D). A meeting of Deputy Chiefs of Mission was held the following day and a draft cable was drawn up which was discussed at a full meeting of all Heads of Divisions on 11th January. An agreed telegram was immediately sent to Washington, giving the views of the Balkan Mission and the Acting Chief of the Greece Mission in Cairo (Appendix E). Shortly afterwards the Treasurer of UNRRA, accompanied by the Deputy Chief of Mission for Finance & Administration, left for Athens, where they will have an opportunity of discussing the whole situation with the Chief and members of the Greece Mission who remained behind, in the light of the attitude taken by the Balkan Mission and by the evacuated staff of the Greece Mission. The latest position was communicated to Washington by cable No.46 of which Appendix F is an extract.

3. a) The members of the Greece Mission in Cairo, who are situated in the Kings Hotel, are at present occupied in various directions. The most urgent work is being done by the members of the divisions concerned with supplies, who are working on the May-July 1945 requirements programme. This will be completed very shortly and will then be sent to Greece for clearance first with the Chief of the Greece Mission from the budgetary angle and then with the Greek government from the point of view of priorities and preferences. It will then be sent to the Balkan Bureau of Requirements and Supply at Caserta to fit in with tonnage and shipping programmes before being forwarded to Washington. Apart from the supply programme the mission obtained a quantity of information while in Athens which it is now using for planning purposes. For instance the specialists in agriculture were able to obtain a detailed programme of requirements from the Greek government which are now being co-ordinated with the ML imports programme for the coming spring. In addition to these activities language classes and lectures are being held and several members of the mission have been given temporary assignments to various divisions of the Balkan Mission.

b) While no final decision has yet been reached on the terms under which UNRRA will operate in Greece, a proportion of the Mission are still working there and others are now going back. About 40 members of the mission have remained in Athens throughout, 7 have stayed in District 2 since November, 12 in District 3 and 2 each in Districts 4 and 5. Districts 3, 4 and 5 have not been the scene of action by British military forces. In all these areas UNRRA's field officers have been assisting ML in the distribution of relief supplies.

The present procedure for calling forward to Greece is that the Chief of Mission when he needs a particular person for a specific job obtains the approval of ML and 3 Corps, primarily because of the transport problem and asks for them from Cairo by name. 20 doctors and nurses and 86 Voluntary Society workers moved forward to Athens in the first part of January, and 8 persons are proceeding immediately to District 4, and 6 to District 5, while 2 of the Distribution staff are shortly going to Salonika (District 3). It is desirable that UNRRA's work should be carried on outside the Athens-Pireous area to the maximum extent. A group of about 10 welfare workers, who will work on a functional basis agreeable to the military are preparing to

go to Athens. The caique Imerra sailed from Port Said for Skyros with the Captain and 8 members of the crew on board carrying a cargo of 40 cases of medical supplies. In general every effort is being made on all sides to have the mission fully prepared to take over the full burden of relief on 1st. April.

CONFIDENTIALMINUTES OF THE MEETING OF GREECE MISSION
PERSONNEL ON 6 JANUARY 1945

A meeting of the personnel of the Greece Mission who are now in Cairo was held in Shepheard's Hotel at 10:00 a.m. on 6 January 1945, under the chairmanship of Sir William Matthews, Chief of the Balkan Mission.

The meeting opened with a speech by Sir William. He stated that the discussion would be strictly confidential, and asked any non-members of UNRRA to leave the room. He said that he personally deplored the events leading to the evacuation of the Greece Mission. Since we did not know all of the facts, and could not influence them, there was no point in recrimination. We should think instead of how we could best fulfill the high purpose for which the Balkan Mission was established.

Sir William stated that there were bound to be fissures in an organization planned at a distance from the operational field. In the matter of organization we were not entirely free agents, but had to conform to the general structure. The urgent need was a return of the evacuated part of the Mission consistent with our dignity as an organization and with due regard to individual susceptibility.

He added that organizations develop not by revolution but by evolution. The personnel and structure of a mission could only be tested by events in the field. Many fissures in the Greek Mission showed up at once when it came under fire. The immediate need was not to quibble over small points, but to keep in mind the main task, that of service to the Greek people.

Sir William then declared the meeting open for general discussion, and urged the staff members to speak as freely as they wished.

Mr. Montgomery inquired as to the position of the two resolutions which had been passed by the returned Greek Mission personnel nine days previously.

Sir William said that he intended to send them to Governor Lehman as part of his report on the Greek Mission, but that he himself had only been back in Cairo for a very short time.

Mr. Ross said that, at the meeting held a week ago Thursday, the chairman had been asked to send the resolutions to Washington by wire the following day.

Sir William expressed his hope that the meeting would not start by discussion of the relatively unimportant points. He added that he would see that the resolutions went off that very day, but he felt, nevertheless, that the wiser course would have permitted him to obtain the views of the administration and of the members of the Mission staff who were still in Greece so that he could forward them with his own comments to the administration in Washington and London.

Mr. Montgomery said that the resolutions were intended to help UNRRA in the future.

Sir William repeated that they would be sent off that day.

Mr. Kelsey said that his only duty, as chairman of the meeting, had been to transmit the resolutions to the Chiefs of the Greece and Balkan Missions. He had made no promise to cable them to Washington the day they were passed.

Mr. Raphael asked for definite facts and figures on the two resolutions.

Mr. Keith-Roach stated that the first resolution (recommending that UNRRA return to Greece with greater independence from the military) was passed by a vote of 71 to 5, with 13 not voting. Several staff members left the meeting before the second resolution (regarding internal re-organization of the Greece Mission) was put to the vote. It was passed by a vote of 35 to 23, with 14 abstaining.

Sir William pointed out that the Greece Mission has 199 members, and that 89 only attended the meeting, which was open to all.

Mr. Jacobson asked whether the Director General had come to any decision on the Athens agreement of 24 November 1944.

Sir William replied that the agency agreement still stood. No decision had been taken on the question of reintegration. He added, however, that ML desired re-integration but that complete take over by UNRRA might well be at an earlier date than had generally been anticipated.

In response to a question from the floor as to why the integration agreement had been made, Sir William said that ~~the~~ ML had control over the distribution machine, a legacy which UNRRA would inherit. The military authorities also desire a united front on relief. Distribution and supply had been integrated in order to intensify the mechanics of agencies. Each had an UNRRA civilian head. The ~~military~~ ^{military} authorities had agreed to in due course release to UNRRA any officer in this set-up who desired to join the organization as a civilian when they were prepared to release.

This agreement was very advantageous for UNRRA in many respects. The line of supply for the duration of the war threw back to the British and American military machine and the Combined Boards. UNRRA might find it difficult to provide its own supply and transport until after the war. The Greek Mission could not take over the military supply and distribution machine unless in any event they studied it first. Otherwise there might well be a hiatus in relief and people would suffer.

For the sake of continuity therefore, our need was to understudy the military relief machine, its assets, liabilities and records so that there could be a smooth transition from the military to the civil phase. Improvements could come later.

Mr. Garfield said that he had worked with ML in the southern Peloponnesus, and found their system very simple. Their one function was to unload supplies, and pass them on to the Greek Government. UNRRA could learn to do this in a week. The military had no interest in the supplies after they left their depots. There was no need to integrate with ML on the distribution side, after the supplies were landed. ML had no organization for distribution in rural areas.

Mr. Jacobson said that UNRRA was responsible to forty-four nations, and existed solely to give civil relief. The UNRRA Council did not intend to have us assimilated with the military chain of command. We should have our own independent organization, acting as agents of the military only if it did not contravene the UNRRA charter. Mr. Jacobson believed that there were three specific disadvantages to the integration agreement:

1. An organization of forty-four nations was put into the military chain of command of one military nation.

2. UNRRA was given no chance to establish its own organization for the future.

3. UNRRA was in practice absorbed by III Corps in a military and political struggle.

Mr. Jacobson alleged that the JRC, composed of thirty-two Swedes and Swiss, assisted by four to five thousand Greeks, made the only distribution of supplies in Greece for two and a half years, and was a good organization. The military had no distribution personnel or distribution system. UNRRA distribution personnel were absorbed into the military to do this work. It would have been better to have UNRRA take over distribution itself, under the Greek Government.

Mr. Jacobson stated his belief that the Combined Chiefs of Staff's October interpretation of the April agreement was acceptable, and that unless UNRRA acted under this form of the agreement, it could not do relief work in Greece at all now and perhaps could not later. UNRRA should have liaison with the military, perhaps in Washington, but not integration.

Sir William said that distribution was only one of UNRRA's duties. The JRC was not the only distributing agency in Greece. There were many other channels.

Mr. Ross said that there were many thousands of tons of supplies in warehouses in the Piraeus-Athens area. Whatever ML supplies were distributed after 15 October were handed over by ML to JRC, who did all the distribution that was undertaken. ML gave JRC some trucks, and JRC was not integrated with the military. JRC distributed as an independent organization, in accordance with its own principles.

It employed thousands of Greeks and Greek Committees to do the physical distribution. If ML could enter into such an agreement with JRC it could do so with UNRRA, and UNRRA, taking over as much of JRC's staff as is necessary, could do an even finer distribution job.

Sir William asked whether the meeting felt that UNRRA's Greek distribution personnel were competent to take over the whole job of distribution in Greece, pointing out that the Greeks ~~would~~ suffer if this were not the case, in the event of take-over during the military period. Mr. Jacobson said that he felt that UNRRA could do the job if ML would turn over their supplies and transport to UNRRA.

Sir William pointed out that the question of supply had a number of ramifications--for example, that of services, which the Greeks could not provide at first. He asked the members of the distribution and transportation staff only to vote on the question of UNRRA's ability to take over the whole responsibility for distribution in Greece, provided that the military handed over all their supplies.

An informal voice vote was taken. The sense of the personnel concerned was that they could do the job.

Mr. Holcomb said that if the staff of the Greek Mission had been of higher caliber we might not have had all this trouble with the military, and perhaps there would have been no integration agreement. He felt that Resolution 2 was more important than Resolution 1.

A staff member asked for specific information on deficiencies of personnel in the Greek Mission.

Sir William said that he could not allow personal criticism, but would listed to general remarks on defects of leadership in the various sections. He reminded the meeting that criticism of this sort was mainly facile and that no sectional leaders could hope to be entirely without faults.

A staff member said that she had only been in Cairo for a week, and therefore did not know exactly what had happened in Greece. She and her colleagues in Washington were told again and again that they would have to work under the military. The arrangement has worked well in Western Europe; why hasn't it worked here?

Sir William replied that in Western Europe UNRRA personnel were actually seconded to the military. He said that the Balkan Mission's duty was to help the Balkan people and not to engage in dialectical discussions on issues on which they might not be well informed.

Mr. St. Louis said that almost all UNRRA members were attracted to UNRRA by its high principles. He asked how those principles could be reconciled with UNRRA's association with ML III Corps - not ML, but ML III Corps, an arm of the military which was fighting part of the Greek people. He wished to hear Sir William's views on the question.

Sir William answered that ML was the Civil Affairs Branch of the military machine. Its function was to heal the wounds made by the operational branch of the army. UNRRA was integrated with ML and not with the fighting forces. Events in Greece ^{recommended} the posting of some ML officers out of ML to III Corps, away from civil affairs to combatant duties. This did not affect the issue. But for hostilities, the present position would not have arisen.

Mr. St. Louis asked whether the Greeks, who are now being shot at by ex-ML civil affairs officers, would make such fine distinctions.

A staff member asked what would happen to UNRRA's policy of non-discrimination if UNRRA re-associated with the military machine.

Sir William said that he hoped that within a week there would be a sovereign Greek Government and a truce to hostilities. He thought that, whatever the Government in Greece might be, UNRRA after negotiation, would be able to distribute without discrimination.

A staff member stated that if UNRRA were associated with the Army we had very little chance of emerging with our reputation unscathed. He objected to integration on principle and also because ML personnel, in his opinion, were inefficient.

Another staff member asked whether the Greek people liked UNRRA.

Mr. Carter said that he had travelled for 100 miles about the country with a U. S. Army officer in a trailer, and was welcomed everywhere. In one EAM district he was almost however involved in an anti-British demonstration.

Mr. Cantor suggested that more meetings like the current one be held with high UNRRA officials in order to let the staff be aware of further developments.

Mr. Lee asked whether Mr. Carter had had any difficulties with ML.

Mr. Carter replied that he had only been part of a reconnaissance party composed of one UNRRA and five or six military officers. There were no supplies to distribute, and most or all of the bridges were down. As a member of UNRRA he had been able to go into ELAS territory.

Mr. Plakidas said that he had been shot at twice while driving a JRC truck. The man who shot at him apologized and cheered as soon as he saw the UNRRA badge, explaining that he had been under the impression that the UNRRA official was a British soldier.

Mr. Van Teylingen said that nobody in ML knew anything about shelter. They accepted a bad plan. It would have been better if the military had given him the entire responsibility for providing a shelter program for his district, and turned over to him as many supplies as possible.

Mr. Pickard stated that the military have both the responsibility and the supplies. UNRRA must either reach an agreement with the military or stand aside until the military period was over. The military had asked for integration with UNRRA in the first place. If there had been no integration, there would be increased reluctance on the part of the military to an early take over. It must not be assumed that UNRRA could take over responsibility at once. No guarantee about supplies had yet been given. Were the mission members proposing to stand aside for an indefinite period, until the mission could take full responsibility?

A staff member said that he wished to raise three objections to Mr. Pickard's statement:

1. A new agreement with the military might permit UNRRA to serve only the 10% to 20% of the Greek population who are under the control of the Greek Government and General Scobie. UNRRA would thus lose its chance to serve the whole Greek people.

2. UNRRA might thus lose the good-will of the peoples whom we wish to serve in other parts of the world.

3. UNRRA would not have to wait for a year--a two or three months' waiting period seems more likely.

Mr. House asked what was the relationship of the Welfare staff (who remained in Greece) to the rest of UNRRA.

Sir William said that all responsible UNRRA officials had been relieved to find that some of the UNRRA staff remained in Greece. It would have been most damaging to UNRRA's prestige had the whole mission evacuated. As matters stood many of UNRRA's services were still available to the Greek people. UNRRA would in the future, no doubt, need to work through civil disturbances even after peace had ostensibly been restored. Subject to the ordinary considerations UNRRA should remain on its job regardless of such conditions.

In response to an inquiry about the UNRRA uniform, Sir William said that questions of contracts and shipping were involved, but that the question would be resolved as soon as possible.

Mr. Jacobson referred to Mr. Pickard's statement that the military had the supplies. The donors of these supplies are the nations which established UNRRA, so Mr. Jacobson wished to know why the matter could not be worked out in Washington.

Sir William said that he and Mr. Pickard had taken up this question in another connection during their conferences in London. They had asked Governor Lehman to make approaches to the CCAC.

Mr. Jacobson said that many Greeks thought that UNRRA was solely an American organization.

A staff member who had served in Kalamata described an incident which took place at Piraeus. Here ML asked four UNRRA members, none of whom was a doctor, to take over a hospital which was full of wounded from both sides. ML gave as much help and supplies as it possible could, and later turned two more hospitals over to UNRRA.

Sir William said the meeting had served to bring out the many points of difficulty. It was now for him to report the results to Washington. When the final decisions had been taken he proposed that all members of the staff would carry them out loyally without further discussions, ~~the practice of the British and American Civil Service.~~

Sir William concluded by saying that he would send to Washington an interim report on the views of the Greek Mission personnel who were now in Cairo, without waiting to hear from those still in Greece. He felt that the limit of discussion had now been reached, and that all staff members should keep in mind UNRRA's single aim - to bring relief to suffering people. He urged the staff now to leave the subject in the hands of the administration. He promised that the views of the meeting, the administration's own recommendations, and the two resolutions would all be sent to Washington.

The meeting was then adjourned.

DRAFT SIGNAL FOR WASHINGTON

TO: UNRRA Washington from UNRRA Greece via Cairo

Have received copies two resolutions adopted Greece Mission members Cairo December 28 and mailed Washington without opportunity comment from Athens stop First concerned question reintegration already discussed Athens cables stop Second proposing internal reorganization mission matter for Balkan chief however noting vote thirty-five to twenty-three with fourteen abstaining assume leaders who favored were among thirty who submitted petition for withdrawal entire mission to chief before they left Greece thus vote may reflect their sharp difference opinion with chief stop do not have details supporting resolution but discussion indicates principal points were insufficient consultation division heads and insufficient information to others however this does not reconcile with weekly policy meetings maintained until hostilities began when meetings more frequent and entire mission meetings all available personnel once or twice weekly Acropole Palace Hotel stop Extraordinary amount work by those who remained Athens would indicate quote grave disorder unquote less grave than feared stop Criticism mission by Sadler and others was that too much consideration given to views of general membership in high policy matters stop Concerning use of personnel as guinea pigs many people have been fed as result of this volunteer service which continues winning high regard for UNRRA from all sides stop All personnel agree those wounded received stray bullets except when driving after dark which was forbidden stop UNRRA truck driven by Friends volunteer with Homer Davis and wife today was first to pass through Elas lines with UNRRA symbol on flag to bring back women hostages who has been released in mountain area without transport available to get home stop arranged with JRC and military authorities probably continuing subject experience stop full responsibility medical sanitary program entire former combat area assigned UNRRA under policy direction Van Vlack in ML stop also responsibility to welfare division for temporary

care homeless at government expense and placement in collaboration with government and military authorities Geldard Brown of displaced persons directing policy stop also responsibility for reorganizing the warehousing and preparation contributed clothing for JRC distribution in agreement latter and ML stop Hughes delivered new minister supply ML distribution plan and stated UNRRA should be asked supervise when JRC withdraws.

UNRRA,
c/o ML HQ
C.M.F.

10th January, 1945.

Sir William Matthews
Chief of Balkan Mission,
UNRRA,
8, Dar El Shifa, CAIRO.

My dear Sir William:

I have talked to Mr. Archer who agrees that you might like to have my opinion in connection with the affairs of the Greece Mission during the present troubles. You will no doubt have heard the other side of the picture from our friends in Cairo. I think I can put the position clearly as follows:

1. We are a newborn organization and we are, therefore, bound to have certain weaknesses. Firstly, we were not fully organized owing to shortages of budget line establishment. Secondly, briefing for tasks from the Cairo end could have been improved, and the last and perhaps main reason - many members of the staff were individuals with little administrative experience and were working under difficult conditions. These, in my opinion, all combined to lead to a general condition of too much individuality as opposed to an organized corporate sense. That is the background as I see it.
2. Non-Integration. My view is that this is a matter for the leaders of the Mission and not for the rank and file. As you know, it was felt that we should integrate at this time, and that it became equally clear that when 3 Corps got involved in actual hostilities whatever ML might claim we were in fact associated with 3 Corps, and that to keep our impartial status we must disintegrate. Now that we have reached a firm understanding as to the date on which to take over from ML, I feel it is again apparent that we should reintegrate on the original terms; one cannot take over business from someone else without close association in the intervening period. However, as I say, this is a policy matter and I am all for getting the team briefed and behind one, but not for dictation of policy by the rank and file of the Mission.
3. I gather at the meeting in Cairo the staff had three main complaints:
 - a. They were never consulted or informed of the problems which confronted the Mission. That is a gross mis-statement of fact. They were fully informed and public opinion given its fair share of consideration.
 - b. That they were sent out as guinea pigs at the risk of their lives without proper safe conduct. That again is a gross mis-statement of fact. The guinea pig suggestion is too childish to require refutation. I actually saw one of the safe conducts referred to, and it was signed by the Military and Red Cross, and I rather believe by EAM/ELAS. The risk to their lives was negligible, vide the casualties incurred, and they did this work on a voluntary basis.

As far as I was able to discover at the time, they only got "hotted-up" once, and that was on the way back to the Hotel, not so far from it, and was due to the fact that they were late and travelling in the dark.

Some of the personnel were definitely upset by conditions, which they imagined were much worse than in point of fact they were, but it was apparent that the Red Cross did not give complete immunity, and in view of the situation which I have mentioned, I, on my own initiative, and in the absence of Mr. Archer who was at the Grande Bretagne, stopped further activities after this upset.

c. I believe they also complained that they sat about in the Hotel with nothing to do. It is true that there was little to do during the hostilities, and that they sat about in the Hotel. This, however, did not prevent the heartier spirits who were willing and able to work (Supply, Distribution and Welfare) from travelling backwards and forwards between the lines and doing all they could. I must comment here that the Distribution Branch for one reason or another were weak in this respect; this was the subject of an official complaint to me by Mr. Balfour.

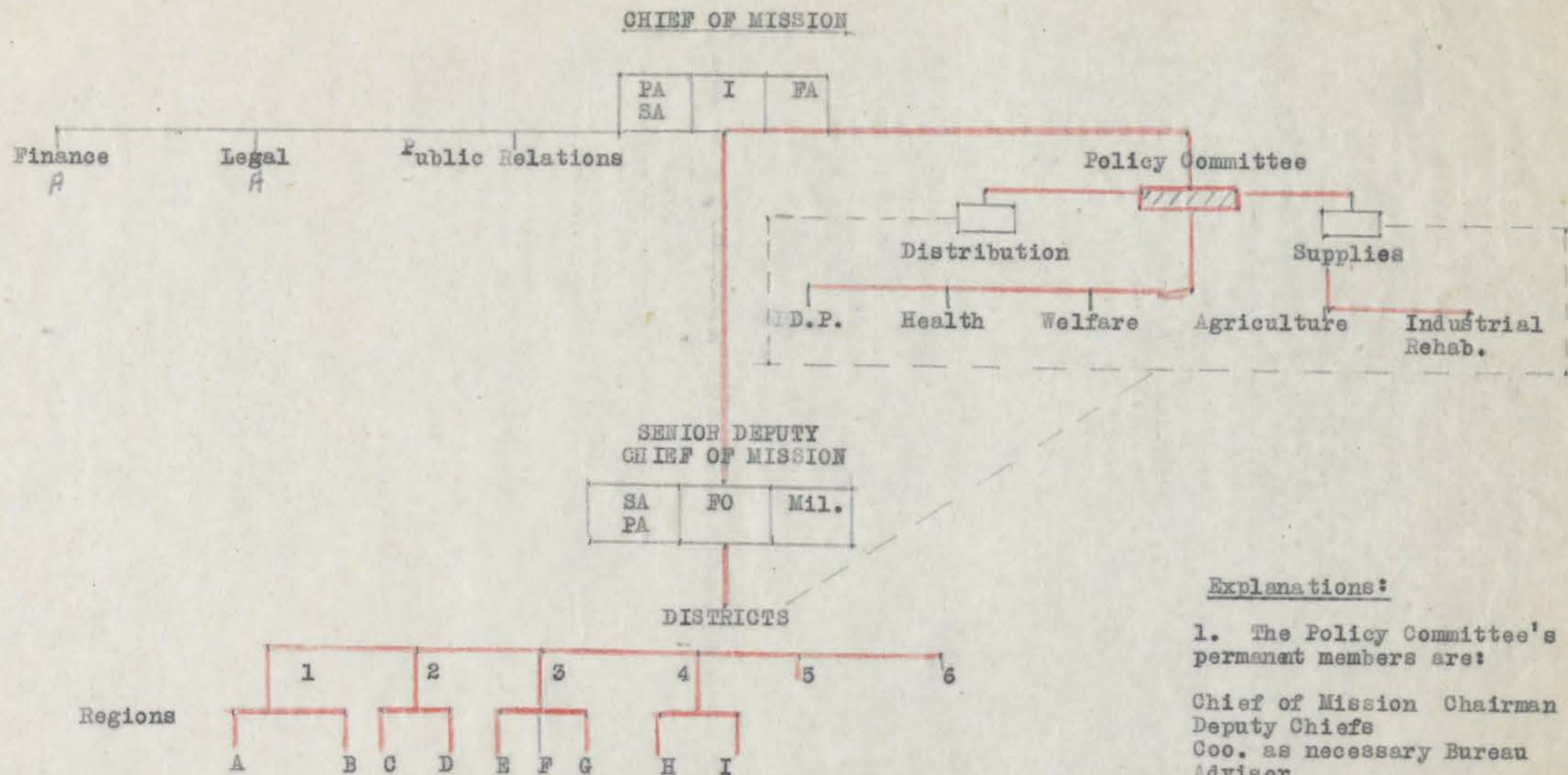
However, this is now happily passed. The lesson in my opinion is that we must have a more closely knit organization; individuals must be prepared to subordinate their own ideas to those indicated by the Chief of Mission. If they are not prepared to do this, in my opinion we are better off without them, even if it means a largish replacement of our personnel. I feel myself we have some really first-class people, but have also some job hunters, and I regret some definitely bad ones. I suggest that when UNRRA means so much not only to Greece, but may have a world-wide influence, we must get rid of the chaff and go for quality.

As regards our administrative set-up and method of operation in the Mission, I have been consulting with Mr. Archer and attach in diagrammatic form the result of our consideration.

Apart from this I think our first essential is to get our team complete and organized for action. I feel we want to know as soon as it is reasonably possible to do so whether the proposals put forward by the Military Authorities for the take over by UNRRA on the 1st April is agreed to. There is so much to be done and conditions here make one feel that it wants doing without delay.

Yours sincerely,

/s/



Explanations:

1. The Policy Committee's permanent members are:

Chief of Mission Chairman
Deputy Chiefs
Coo. as necessary Bureau
Adviser
Secretary PA to Ch. of M.

2. ——— Administration or Executive Channel
----- Technical Channel

C O P Y

TELEGRAM RECEIVED 9th January 1945

6th January 1945

FROM: WASHINGTON

TO: CAIRO No. 28

REPEATED LONDON No. 31

SECRET: US URGENT

P A R A P H R A S E

PERSONAL FOR MATTHEWS FROM LEHMAN No. 28

In preliminary conversations here with military, the following suggestions regarding future UNRRA activities in Greece were suggested:

1. That immediately upon cessation hostilities without further military period UNRRA assume full responsibility all relief operations as independent organization. UNRRA Headquarters, with cooperation of CCAC, would arrange necessary transport, supply and shipping, if this plan adopted.
2. That for specified period, probably until March first or April first, military would continue to be responsible with UNRRA continuing to act as agent. Under this plan, two alternatives should be considered: (A) As basic agreement of April third contemplated, UNRRA to operate as organization for specified tasks; or (B) under plan of November 24, reintegration with ML repeat ML.

Your views are urgently desired here on the following: do you favour the first or second plan? if plan adopted can we assume responsibility without assistance of ML personnel? if military personnel required, what numbers and types would you find necessary? if plan two followed, what is your preference between two alternatives? if two (A) is adopted, for which tasks can we assume immediate responsibility? under two (A) with ML, in your opinion, is it possible to work out a practicable and amicable arrangement?

So far as practicable, suggest you take into consideration in replying to one and two above (A) utilization of civilianized ML staff, (B) utilization of indigenous Greek personnel as well as Swedes and Swiss presently on JRC staff, (C) possible permanent or temporary assignment of personnel from Albanian and Yugoslav Missions, (D) maximum utilization top staff Balkan Mission to assist in distribution and other activities.

I would like views of yourself and Archer also, if possible. Please reply urgently, since decisions with military may have to be taken promptly. Recommendation mentioned in your 880 has not been received. The foregoing message has been repeated as 31 to London.

CIPHER TELEGRAM SENT ON 11 Jan 45

FROM : CAIRO

TO : WASHINGTON

NO. 35

REPEATED : LONDON

NO. 19

Your 28. Personal from Matthews for Lehman.

1. I assume by cessation of hostilities you mean end of present hostilities in which British military forces in Greece are concerned. Collective view is that in principle the objective set out in paragraph I should be pursued. Essential preliminary is however that UNRRA should negotiate agreement with Greek Government but if that Government does not control certain areas further agreement with de facto authorities in those areas may be necessary subject presumably to consent of de jure Government being obtained. In addition it should be made clear to Greek people that primary responsibility for actual distribution rests with effective local governing authority whether de jure or de facto.
2. The Mission should be capable of acting independently no later than 1 April providing next two and half months can be actively spent working in Greece for takeover under conditions which would include effective assurance of supplies, transport facilities and services and would also remove any legitimate concern of UNRRA staff arising out of former military relationship.
3. General principle which should govern relations until 1 April should be that set out in your 2 (a) which involves abiding by 3 April agreement as interpreted on 16 September. It should be realised that our supply and distribution divisions staff outnumber ML staff in these divisions. As regards distribution functions UNRRA should be put in a position to work with same degree of independence as JRC who are actively working both in Athens and ELAS territory.
4. Military personnel will be required for certain executive posts but in small numbers. To what extent technical personnel drawn from military sources may be necessary will be examined

.....

as soon as possible. Essential accounting personnel previously requested should be despatched immediately.

5. In view of my 32 no staff likely to be available from Yugoslav Mission. Consider Supply and Distribution functions of primary importance and highest priority must be given for building up fully effective staff for this. We plan to make temporary reassignments from functional divisions in order to make best use of available personnel.

6. The above must be considered as preliminary expression of view. I have not consulted Archar. Roseman and Dayton are leaving as soon as possible for Athens and will discuss.

CSPICKARD.GMY.RR

11 jan 45

DISTRIBUTION: FILE

MR PICKARD

SIR W MATTHEWS

MR MILLER

MR ROSEMAN

MR GERSTENZANG

COL.WEBB

MR KELSEY

MR T HALL

MR A HALL

MR HASKELL

MR HODDINOTT

EXTRACT FROM CABLE NO. ENJOY 46

2. Situation as we see it is that you are negotiating with CCAG on question of integration or otherwise. You already have our views on this subject. Archer's views will be communicated to you as soon as received. Roseman at present in Athens.
3. On receipt of decision in principle prepared to proceed either to Caserta or Athens to join in discussions on detailed application in period antecedent to complete take over.
4. Voluntary Society personnel who find no difficulty in military associations have been despatched to Athens. Number 36. Certain other UNRRA personnel also despatched for specific tasks.
5. Difficulties with remaining staff cannot be resolved until decision of principle is received. Fear necessary to release any who are unable loyally to implement that decision.

COPY

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

18th January 1945
CAWA/655

Governor Herbert Lehman
Director General
UNRRA
1344 Connecticut Avenue,
Washington 25, D. C.

Dear Governor Lehman;

I am enclosing a continuation of the first report on the Greece situation. The enclosed, to which I referred in my cable, will bring you up to date with events as far as we know them here. I am still awaiting Archer's views on the situation at the time of writing.

Kind regards,

Yours sincerely,

signed: Matthews

THE GREEK SITUATION

(This report is a continuation of the report dated 10 January, 1945)

1. Opinion of members of the Greece Mission in Cairo
2. Relations with military
3. Work of Greece Division
 - (a) in Cairo
 - (b) in Athens

1. The Chief of the Balkan Mission, who had been delayed by weather conditions, returned to Cairo from London on 3rd. January, and immediately held conferences with the heads of the various divisions and with the Acting Chief of the Greece Mission in Cairo. On 6th January, a meeting of all the members of the Greece Mission in Cairo was held and the Chief of the Balkan Mission took the Chair. An opportunity was thus given to the Mission to express their views about the status of the Mission in relation to the military. In general, the points made were similar to those raised at the previous meetings. (See Appendices U and V of earlier Report). A note of the meeting is attached as Appendix A.

In the meantime, the Chief of the Greek Mission had received copies of the resolutions passed by the members of the Greece Mission at the two earlier meetings and his comments are contained in a draft cable to Washington (see Appendix B). In addition, the Acting Senior Deputy Chief of the Greece Mission wrote from Athens to the Chief of Mission on 10th January giving his own comments on the views of the members of the Greek Mission in Cairo. (Appendix C).

2. On 9th January, the Chief of the Balkan Mission received a telegram from the Director General putting forward suggestions as to relations with the military during UNRRA's future operations in Greece and the timing of the takeover. (Appendix D). A meeting of Deputy Chiefs of Mission was held the following day and a draft cable was drawn up which was discussed at a full meeting of all Heads of Divisions on 11th January. An agreed telegram was immediately sent to Washington, giving the views of the Balkan Mission and the Acting Chief of the Greece Mission in Cairo (Appendix E). Shortly afterwards the Treasurer of UNRRA, accompanied by the Deputy Chief of Mission for Finance & Administration, left for Athens, where they will have

an opportunity of discussing the whole situation with the Chief and members of the Greece Mission who remained behind, in the light of the attitude taken by the Balkan Mission and by the evacuated staff of the Greece Mission. The latest position was communicated to Washington by cable No. 46 of which Appendix F is an extract.

3. a) The members of the Greece Mission in Cairo, who are situated in the Kings Hotel, are at present occupied in various directions. The most urgent work is being done by the members of the divisions concerned with supplies, who are working on the May-July 1945 requirements programme. This will be completed very shortly and will then be sent to Greece for clearance first with the Chief of the Greece Mission from the budgetary angle and then with the Greek government from the point of view of priorities and preferences. It will then be sent to the Balkan Bureau of Requirements and Supply at Caserta to fit in with tonnage and shipping programmes before being forwarded to Washington. Apart from the supply programme the mission obtained a quantity of information while in Athens which it is now using for planning purposes. For instance the specialists in agriculture were able to obtain a detailed programme of requirements from the Greek government which are now being co-ordinated with the ML imports programme for the coming spring. In addition to these activities language classes and lectures are being held and several members of the mission have been given temporary assignments to various divisions of the Balkan Mission.

b) While no final decision has yet been reached on the terms under which UNRRA will operate in Greece, a proportion of the Mission are still working there and others are now going back. About 40 members of the mission have remained in Athens throughout, 7 have stayed in District 2 since November, 12 in District 3 and 2 each in Districts 4 and 5. Districts 3, 4 and 5 have not been the scene of action by British military forces. In all these areas UNRRA's field officers have been assisting ML in the distribution of relief supplies.

The present procedure for calling forward to Greece is that the Chief of Mission when he needs a particular person for a specific job obtains the approval of ML and 3 Corps, primarily because of the transport problem and asks for them from Cairo by name. 20 doctors and nurses and 86 Voluntary

Society workers moved forward to Athens in the first part of January, and 8 persons are proceeding immediately to District 4, and 6 to District 5, while 2 of the Distribution staff are shortly going to Salonika (District 3). It is desirable that UNRRA's work should be carried on outside the Athens-Pireous area to the maximum extent. A group of about 10 welfare workers, who will work on a functional basis agreeable to the military are preparing to go to Athens. The caique Imerra sailed from Port Said for Skyros with the Captain and 8 members of the crew on board carrying a cargo of 40 cases of medical supplies. In general every effort is being made on all sides to have the mission fully prepared to take over the full burden of relief on 1st. April.

COPY

Appendix A

CONFIDENTIAL

MINUTES OF THE MEETING OF GREECE MISSION
PERSONNEL ON 6 JANUARY 1945

A meeting of the personnel of the Greece Mission who are now in Cairo was held in Shephard's Hotel at 10:00 a.m. on 6 January 1945, under the chairmanship of Sir William Matthews, Chief of the Balkan Mission.

The meeting opened with a speech by Sir William. He stated that the discussion would be strictly confidential, and asked any non-members of UNRRA to leave the room. He said that he personally deplored the events leading to the evacuation of the Greece Mission. Since we did not know all of the facts, and could not influence them, there was no point in recrimination. We should think instead of how we could best fulfill the high purpose for which the Balkan Mission was established.

Sir William stated that there were bound to be fissures in an organization planned at a distance from the operational field. In the matter of organization we were not entirely free agents, but had to conform to the general structure. The urgent need was a return of the evacuated part of the Mission consistent with our dignity as an organization and with due regard to individual susceptibility.

He added that organizations develop not by revolution but by evolution. The personnel and structure of a mission could only be tested by events in the field. Many fissures in the Greek Mission showed up at once when it came under fire. The immediate need was not to quibble over small points, but to keep in mind the main task, that of service to the Greek people.

Sir William then declared the meeting open for general discussion, and urged the staff members to speak as freely as they wished.

Mr. Montgomery inquired as to the position of the two resolutions which had been passed by the returned Greek Mission personnel nine days previously.

Sir William said that he intended to send them to Governor Lehman as part of his report on the Greek Mission, but that he himself had only been back in Cairo for a very short time.

Mr. Ross said that, at the meeting held a week ago Thursday, the chairman had been asked to send the resolutions to Washington by wire the following day.

Sir William expressed his hope that the meeting would not start by discussion of the relatively unimportant points. He added that he would see that the resolutions went off that very day, but he felt, nevertheless, that the wiser course would have permitted him to obtain the views of the administration and of the members of the Mission staff who were still in Greece so that he could forward them with his own comments to the administration in Washington and London.

Mr. Montgomery said that the resolutions were intended to help UNRRA in the future.

Sir William repeated that they would be sent off that day.

Mr. Kelsey said that his only duty, as chairman of the meeting, had been to transmit the resolutions to the Chiefs of the Greece and Balkan Missions. He had made no promise to cable them to Washington the day they were passed.

Mr. Raphael asked for definite facts and figures on the two resolutions.

Mr. Keith-Roach stated that the first resolution (recommending that UNRRA return to Greece with greater independence from the military) was passed by a vote of 71 to 5, with 13 not voting. Several staff members left the meeting before the second resolution (regarding internal re-organization of the Greece Mission) was put to the vote. It was passed by a vote of 35 to 23, with 14 abstaining.

Sir William pointed out that the Greece Mission has 199 members, and that 89 only attended the meeting, which was open to all.

Mr. Jacobson asked whether the Director General had come to any decision on the Athens agreement of 24 November 1944.

Sir William replied that the agency agreement still stood. No decision had been taken on the question of reintegration. He added, however, that ML desired re-integration but that complete take over by UNRRA might well be at an earlier date than had generally been anticipated.

In response to a question from the floor as to when the integration agreement had been made, Sir William said that ML had control over the distribution machine, a legacy which UNRRA would inherit. The military authorities also desire a united front on relief. Distribution and supply had been integrated in order to intensify the mechanics of agency. Each had an UNRRA civilian head. The military authorities had agreed to in due course release to UNRRA any officer in this set-up who desired to join the organization as a civilian when they were prepared to release.

This agreement was very advantageous for UNRRA in many respects. The line of supply for the duration of the war threw back to the British and American military machine and the Combined Boards. UNRRA might find it difficult to provide its own supply and transport until after the war. The Greek Mission could not take over the military supply and distribution machine unless in any event they studied it first. Otherwise there might well be a hiatus in relief and people would suffer.

For the sake of continuity therefore, our need was to understudy the military relief machine, its assets, liabilities and records so that there could be a smooth transition from the military to the civil phase. Improvements could come later.

Mr. Garfield said that he had worked with ML in the southern Peloponnese, and found their system very simple. Their one function was to unload supplies, and pass them on to the Greek Government. UNRRA could learn to do this in a week. The military had no interest in the supplies after they left their depots. There was no need to integrate with ML on the distribution side, after the supplies were landed. ML had no organization for distribution in rural areas.

Mr. Jacobson said that UNRRA was responsible to forty-four nations, and existed solely to give civil relief. The UNRRA Council did not intend to have us assimilated with the military chain of command. We should have our own independent organization, acting as agents of the military only if it did not contravene the UNRRA charter. Mr. Jacobson believed that there were three specific disadvantages to the integration agreements.

1. An organization of forty-four nations was put into the military chain of command of one military nation.
2. UNRRA was given no chance to establish its own organization for the future.
3. UNRRA was in practice absorbed by III Corps in a military and political struggle.

Mr. Jacobson alleged that the JRC, composed of thirty-two Swedes and Swiss, assisted by four to five thousand Greeks, made the only distribution of supplies in Greece for two and a half years, and was a good organization. The military had no distribution personnel or distribution system. UNRRA distribution personnel were absorbed into the military to do this work. It would have been better to have UNRRA take over distribution itself, under the Greek Government.

Mr. Jacobson stated his belief that the Combined Chiefs of Staff's October interpretation of the April agreement was acceptable, and that unless UNRRA acted under this form of the agreement, it could not do relief work in Greece at all now and perhaps could not later. UNRRA should have liaison with the military, perhaps in Washington, but not integration.

Sir William said that distribution was only one of UNRRA's duties. The JRC was not the only distributing agency in Greece. There were many other channels.

Mr. Ross said that there were many thousands of tons of supplies in warehouses in the Piraeus-Athens area. Whatever ML supplies were distributed after 15 October were handed over by ML to JRC, who did all the distribution that was undertaken. ML gave JRC some trucks, and JRC was not integrated with the military. JRC distributed as an independent organization, in accordance with its own principles.

It employed thousands of Greeks and Greek Committees did the physical distribution. If ML could enter into such an agreement with JRC it could do so with UNRRA, and UNRRA, taking over as much of JRC's staff as is necessary, could do an even finer distribution job.

Sir William asked whether the meeting felt that UNRRA's Greek distribution personnel were competent to take over the whole job of distribution in Greece, pointing out that the Greeks would suffer if this were not the case, in the event of take-over during the military period. Mr. Jacobson said that he felt that UNRRA could do the job if ML would turn over their supplies and transport to UNRRA.

Sir William pointed out that the question of supply had a number of ramifications--for example, that of services, which the Greeks could not provide at first. He asked the members of the distribution and transportation staff only to vote on the question of UNRRA's ability to take over the whole responsibility for distribution in Greece, provided that the military handed over all their supplies.

An informal voice vote was taken. The sense of the personnel concerned was that they could do the job.

Mr. Holcomb said that if the staff of the Greek Mission had been of higher caliber we might not have had all this trouble with the military, and perhaps there would have been no integration agreement. He felt that Resolution 2 was more important than Resolution 1.

A staff member asked for specific information on deficiencies of personnel in the Greek Mission.

Sir William said that he could not allow personal criticism, but would list to general remarks on defects of leadership in the various sections. He reminded the meeting that criticism of this sort was easily facile and that no sectional leaders could hope to be entirely without faults.

A staff member said that she had only been in Cairo for a week, and therefore did not know exactly what had happened in Greece. She and her colleagues in Washington were told again and again that they would have to work under the military. The arrangement has worked well in Western Europe; why hasn't it worked here?

Sir William replied that in Western Europe UNRRA personnel were actually seconded to the military. He said that the Balkan Mission's duty was to help the Balkan people and not to engage in dialectical discussions on issues on which they might not be well informed.

Mr. St. Louis said that almost all UNRRA members were attracted to UNRRA by its high principles. He asked how those principles could be reconciled with UNRRA's association with ML III Corps - not ML, but ML III Corps, an arm of the military which was fighting part of the Greek people. He wished to hear Sir William's views on the question.

Sir William answered that ML was the Civil Affairs Branch of the military machine. Its function was to heal the wounds made by the operational branch of the army. UNRRA was integrated with ML and not with the fighting forces. Events in Greece necessitated the posting of some ML officers out of ML to III Corps, away from civil affairs to combatant duties. This did not affect the issue. But for hostilities, the present position would not have arisen.

Mr. St. Louis asked whether the Greeks, who are now being shot at by ex-ML civil affairs officers, would make such fine distinctions.

A staff member asked what would happen to UNRRA's policy of non-discrimination if UNRRA re-associated with the military machine.

Sir William said that he hoped that within a week there would be a sovereign Greek Government and a truce to hostilities. He thought that, whatever the Government in Greece might be, UNRRA after negotiation, would be able to distribute without discrimination.

A staff member stated that if UNRRA were associated with the Army we had very little chance of emerging with our reputation unscathed. He objected to integration on principle and also because ML personnel, in his opinion, were inefficient.

Another staff member asked whether the Greek people liked UNRRA.

Mr. Carter said that he had travelled for 100 miles about the country with a U. S. Army officer in a trailer, and was welcomed everywhere. In one EAM district he was however involved in an anti-British demonstration.

Mr. Cantor suggested that more meetings like the current one be held with high UNRRA officials in order to let the staff be aware of further developments.

Mr. Lee asked whether Mr. Carter had had any difficulties with EL.

Mr. Carter replied that he had only been part of a reconnaissance party composed of one UNRRA and five or six military officers. There were no supplies to distribute, and most or all of the bridges were down. As a member of UNRRA he had been able to go into ELAS territory.

Mr. Flakidas said that he had been shot at twice while driving a JRC truck. The man who shot at him apologized and cheered as soon as he saw the UNRRA badge, explaining that he had been under the impression that the UNRRA official was a British soldier.

Mr. Van Teylingen said that nobody in EL knew anything about shelter. They accepted a bad plan. It would have been better if the military had given him the entire responsibility for providing a shelter program for his district, and turned over to him as many supplies as possible.

Mr. Pickard stated that the military have both the responsibility and the supplies. UNRRA must either reach an agreement with the military or stand aside until the military period was over. The military had asked for integration with UNRRA in the first place. If there had been no integration, there would be increased reluctance on the part of the military to an early take over. It must not be assumed that UNRRA could take over responsibility at once. No guarantee about supplies had yet been given. Were the mission members proposing to stand aside for an indefinite period, until the mission could take full responsibility?

A staff member said that he wished to raise three objections to Mr. Pickard's statement:

1. A new agreement with the military might permit UNRRA to serve only the 10% to 20% of the Greek population who are under the control of the Greek Government and General Scobie. UNRRA would thus lose its chance to serve the whole Greek people.
2. UNRRA might thus lose the good-will of the peoples whom we wish to serve in other parts of the world.
3. UNRRA would not have to wait for a year--a two or three months' waiting period seems more likely.

Mr. House asked what was the relationship of the Welfare staff (who remained in Greece) to the rest of UNRRA.

Sir William said that all responsible UNRRA officials had been relieved to find that some of the UNRRA staff remained in Greece. It would have been most damaging to UNRRA's prestige had the whole mission evacuated. As matters stood many of UNRRA's services were still available to the Greek people. UNRRA would in the future, no doubt, need to work through civil disturbances even after peace had ostensibly been restored. Subject to the ordinary considerations UNRRA should remain on its job regardless of such conditions.

In response to an inquiry about the UNRRA uniform, Sir William said that questions of contracts and shipping were involved, but that the question would be resolved as soon as possible.

Mr. Jacobson referred to Mr. Pickard's statement that the military had the supplies. The donors of these supplies are the nations which established UNRRA, so Mr. Jacobson wished to know why the matter could not be worked out in Washington.

Sir William said that he and Mr. Pickard had taken up this question in another connection during their conferences in London. They had asked Governor Lehman to make approaches to the CCAC.

Mr. Jacobson said that many Greeks thought that UNRRA was solely an American organization.

A staff member who had served in Kalamata described an incident which took place at Piraeus. Here ML asked four UNRRA members, none of whom was a doctor, to take over a hospital which was full of wounded from both sides. ML gave as much help and supplies as it possible could, and later turned two more hospitals over to UNRRA.

Sir William said the meeting had served to bring out the many points of difficulty. It was now for him to report the results to Washington. When the final decisions had been taken he proposed that all members of the staff would carry them out loyally without further discussions.

Sir William concluded by saying that he would send to Washington an interim report on the views of the Greek Mission personnel who were now in Cairo, without waiting to hear from those still in Greece. He felt that the limit of discussion had now been reached, and that all staff members should keep in mind UNRRA's single aim - to bring relief to suffering people. He urged the staff now to leave the subject in the hands of the administration. He promised that the views of the meeting, the administration's own recommendations, and the two resolutions would all be sent to Washington.

The meeting was then adjourned.

C O P Y

Appendix B

DRAFT SIGNAL FOR WASHINGTON

TO: UNRRA Washington from UNRRA Greece via Cairo

Have received copies two resolutions adopted Greece Mission members Cairo December 28 and mailed Washington without opportunity comment from Athens stop First concerned question reintegration already discussed Athens cables stop Second proposing internal reorganization mission matter for Balkan chief however noting vote thirty-five to twenty-three with fourteen abstaining assume leaders who favored were among thirty who submitted petition for withdrawal entire mission to chief before they left Greece thus vote may reflect their sharp difference opinion with chief stop do not have details supporting resolution but discussion indicates principal points were insufficient consultation division heads and insufficient information to others however this does not reconcile with weekly policy meetings maintained until hostilities began when meetings more frequent and entire mission meetings all available personnel once or twice weekly Acropole Palace Hotel stop Extraordinary amount work by those who remained Athens would indicate quote grave disorder unquote less grave than feared stop Criticism mission by Sadler and others was that too much consideration given to views of general membership in high policy matters stop Concerning use of personnel as guinea pigs many people have been fed as result of this volunteer service which continues winning high regard for UNRRA from all sides stop All personnel agree those wounded received stray bullets except when driving after dark which was forbidden stop UNRRA truck driven by Friends volunteer with Homer Davis and wife today was first to pass through Elias lines with UNRRA symbol on flag to bring back women hostages who has been released in mountain area without transport available to get home stop arranged with JMG and military authorities probably continuing subject experience stop full responsibility medical sanitary program entire former

PENDIX B - 2

combat area assigned UNRRA under policy direction Van Vlake in ML stop also responsibility to welfare division for temporary care homeless at government expense and placement in collaboration with government and military authorities Geldard Brown of displaced persons directing policy stop also responsibility for reorganizing the warehousing and preparation contributed clothing for JRC distribution in agreement latter and ML stop Hughes delivered new minister supply ML distribution plan and stated UNRRA should be asked supervise when JRC withdraws.

C O P Y

UNRRA
c/o ML HQ
C.M.F.

Appendix C

10th January, 1945.

Sir William Matthews
Chief of Balkan Mission,
UNRRA,
8, Dar El Shifa, CAIRO.

My dear Sir William:

I have talked to Mr. Archer who agrees that you might like to have my opinion in connection with the affairs of the Greece Mission during the present troubles. You will no doubt have heard the other side of the picture from our friends in Cairo. I think I can put the position clearly as follows:

1. We are a newborn organization and we are, therefore, bound to have certain weaknesses. Firstly, we were not fully organized owing to shortages of budget line establishment. Secondly, briefing for tasks from the Cairo end could have been improved, and the last and perhaps main reason - many members of the staff were individuals with little administrative experience and were working under difficult conditions. These, in my opinion, all combined to lead to a general condition of too much individuality as opposed to an organized corporate sense. That is the background as I see it.
2. Non-Integration. My view is that this is a matter for the leaders of the Mission and not for the rank and file. As you know, it was felt that we should integrate at this time, and that it became equally clear that when 3 Corps got involved in actual hostilities whatever ML might claim we were in fact associated with 3 Corps, and that to keep our impartial status we must disintegrate. Now that we have reached a firm understanding as to the date on which to take over from ML, I feel it is again apparent that we should reintegrate on the original terms; one cannot take over business from someone else without close association in the intervening period. However, as I say, this is a policy matter and I am all for getting the team briefed and behind me, but not for dictation of policy by the rank and file of the Mission.
3. I gather at the meeting in Cairo the staff had three main complaints:
 - a. They were never consulted or informed of the problems which confronted the Mission. That is a gross mis-statement of fact. They were fully informed and public opinion given its fair share of consideration.
 - b. That they were sent out as guinea pigs at the risk of their lives without proper safe conduct. That again is a gross mis-statement of fact. The guinea pig suggestion is too childish to require refutation. I actually saw one of the safe conducts referred to, and it was signed by the Military and Red Cross, and I rather believe by

APPENDIX C - 2

EAM/ELAS. The risk to their lives was negligible, vide the casualties incurred, and they did this work on a voluntary basis.

As far as I was able to discover at the time, they only got "hotted-up" once, and that was on the way back to the Hotel, not so far from it, and was due to the fact that they were late and travelling in the dark.

Some of the personnel were definitely upset by conditions, which they imagined were much worse than in point of fact they were, but it was apparent that the Red Cross did not give complete immunity, and in view of the situation which I have mentioned, I, on my own initiative, and in the absence of Mr. Archer who was at the Grande Bretagne, stopped further activities after this upset.

c. I believe they also complained that they sat about in the Hotel with nothing to do. It is true that there was little to do during the hostilities, and that they sat about in the Hotel. This, however, did not prevent the heartier spirits who were willing and able to work (Supply, Distribution and Welfare) from travelling backwards and forwards between the lines and doing all they could. I must comment here that the Distribution Branch for one reason or another were weak in this respect; this was the subject of an official complaint to me by Mr. Balfour.

However, this is now happily passed. The lesson in my opinion is that we must have a more closely knit organization; individuals must be prepared to subordinate their own ideas to those indicated by the Chief of Mission. If they are not prepared to do this, in my opinion we are better off without them, even if it means a largish replacement of our personnel. I feel myself we have some really first-class people, but have also some job hunters, and I regret some definitely bad ones. I suggest that when UNRRA means so much not only to Greece, but may have a world-wide influence, we must get rid of the chaff and go for quality.

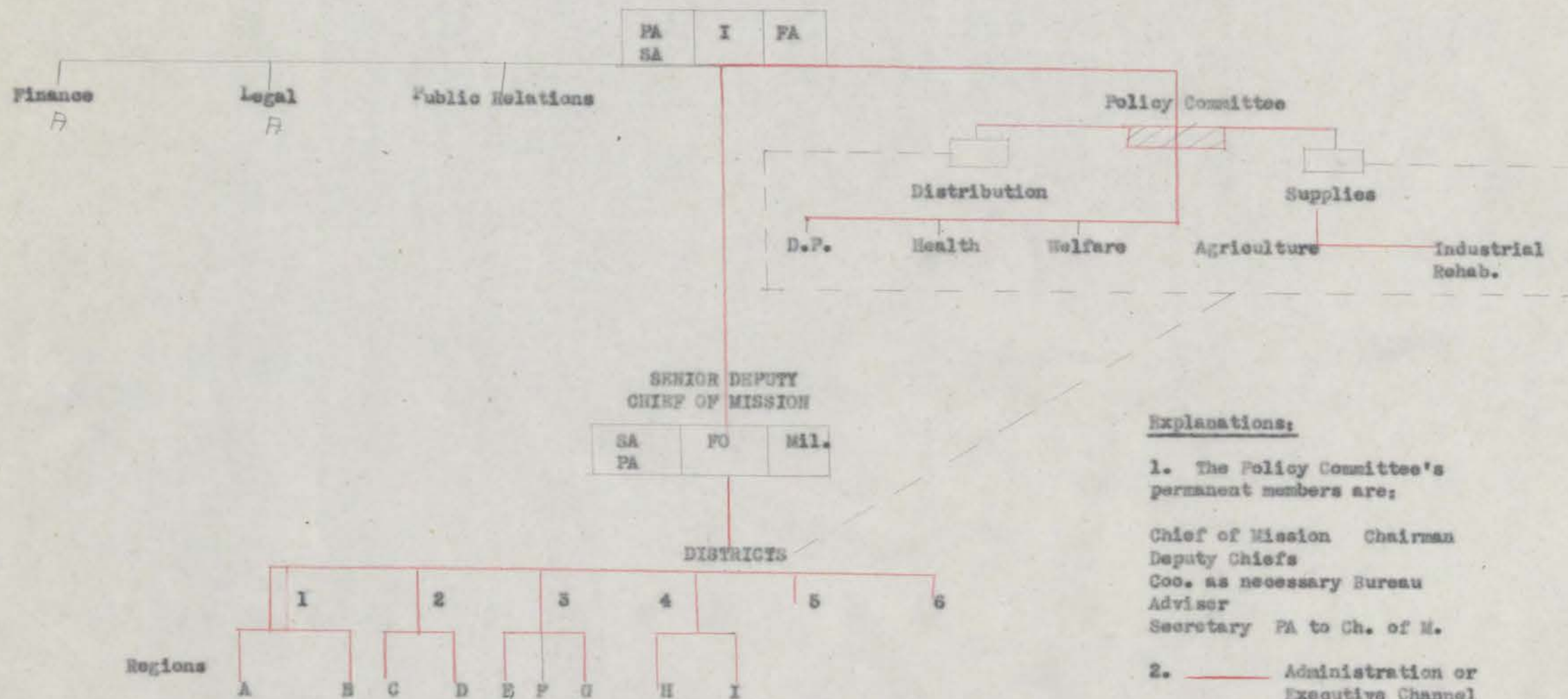
As regards our administrative set-up and method of operation in the Mission, I have been consulting with Mr. Archer and attach in diagrammatic form the result of our consideration.

Apart from this I think our first essential is to get our team complete and organized for action. I feel we want to know as soon as it is reasonably possible to do so whether the proposals put forward by the Military Authorities for the take over by UNRRA on the 1st April is agreed to. There is so much to be done and conditions here make one feel that it wants doing without delay.

Yours sincerely,

/s/

CHIEF OF MISSION



Explanations:

1. The Policy Committee's permanent members are:

Chief of Mission Chairman
Deputy Chiefs
Coo. as necessary Bureau
Adviser
Secretary PA to Ch. of M.

2. Administration or Executive Channel

Technical Channel

C O P Y

TELEGRAM RECEIVED 9th January 1945

6th January 1945

FROM: WASHINGTON

TO: CAIRO No. 28

REPEATED LONDON No. 31

SECRET: US URGENT

P A R A P H R A S E

PERSONAL FOR MATTHEWS FROM LEHMAN No. 28

In preliminary conversations here with military, the following suggestions regarding future UNRRA activities in Greece were suggested:

1. That immediately upon cessation hostilities without further military period UNRRA assume full responsibility all relief operations as independent organization. UNRRA Headquarters, with cooperation of CCAC, would arrange necessary transport, supply and shipping, if this plan adopted.

2. That for specified period, probably until March first or April first, military would continue to be responsible with UNRRA continuing to act as agent. Under this plan, two alternatives should be considered: (A) As basic agreement of April third contemplated, UNRRA to operate as organization for specified tasks; or (B) under plan of November 24, reintegration with ML repeat ML.

Your views are urgently desired here on the following: do you favour the first or second plan? If plan adopted can we assume responsibility without assistance of ML personnel? if military personnel required, what numbers and types would you find necessary? if plan two followed, what is your preference between two alternatives? if two (A) is adopted, for which tasks can we assume immediate responsibility? under two (A) with ML, in your opinion, is it possible to work out a practicable and amicable arrangement.

So far as practicable, suggest you take into consideration in replying to one and two above (A) utilization of civilianized ML staff, (B) utilization of indigenous Greek personnel as well as Swedes and Swiss presently on JRC staff, (C) possible permanent or temporary assignment of personnel from Albanian and Yugoslav Missions, (D) maximum utilization top staff Balkan Mission to assist in distribution and other activities.

I would like views of yourself and Archer also, if possible. Please reply urgently, since decisions with military may have to be taken promptly. Recommendation mentioned in your 880 has not been received. The foregoing message has been repeated as 31 to London.

CIPHER TELEGRAM SENT ON 11 Jan 45

FROM: CAIRO

TO: WASHINGTON

NO. 35

REPEATED: LONDON

NO. 19

Your 28. Personal from Matthews for Lehman.

1. I assume by cessation of hostilities you mean end of present hostilities in which British military forces in Greece are concerned. Collective view is that in principle the objective set out in paragraph I should be pursued. Essential preliminary is however that UNRRA should negotiate agreement with Greek Government but if that Government does not control certain areas further agreement with de facto authorities in those areas may be necessary subject presumably to consent of de jure Government being obtained. In addition it should be made clear to Greek people that primary responsibility for actual distribution rests with effective local governing authority whether de jure or de facto.
2. The Mission should be capable of acting independently no later than 1 April providing next two and half months can be actively spent working in Greece for takeover under conditions which would include effective assurance of supplies, transport facilities and services and would also remove any legitimate concern of UNRRA staff arising out of former military relationship.
3. General principle which should govern relations until 1 April should be that set out in your 2 (a) which involves abiding by 3 April agreement as interpreted on 16 September. It should be realised that our supply and distribution divisions staff outnumber ML staff in these divisions. As regards distribution functions UNRRA should be put in a position to work with same degree of independence as JRC who are actively working both in Athens and ELAS territory.
4. Military personnel will be required for certain executive posts but in small numbers. To what extent technical personnel drawn from military sources may be necessary will be examined

as soon as possible. Essential accounting personnel previously requested should be despatched immediately.

5. In view of my 32 no staff likely to be available from Yugoslav Mission. Consider Supply and Distribution functions of primary importance and highest priority must be given for building up fully effective staff for this. We plan to make temporary reassignments from functional divisions in order to make best use of available personnel.

6. The above must be considered as preliminary expression of view. I have not consulted Archar. Roseman and Dayton are leaving as soon as possible for Athens and will discuss.

CSPICKARD.GMY.RR

11 Jan 45

DISTRIBUTION: FILE

MR PICKARD

SIR W MATTHEWS

MR MILLER

MR ROSEMAN

MR GERSTENZANG

COL WEBB

MR KELSEY

MR T HALL

MR A HALL

MR HASKELL

MR HODDINOTT

EXTRACT FROM CABLE-NO. ENJOY 46

2. Situation as we see it is that you are negotiating with CCAC on question of integration or otherwise. You already have our views on this subject. Archer's views will be communicated to you as soon as received. Roseman at present in Athens.
3. On receipt of decision in principle prepared to proceed either to Caserta or Athens to join in discussions on detailed application in period antecedent to complete take over.
4. Voluntary Society personnel who find no difficulty in military associations have been despatched to Athens. Number 8. Certain other UNRRA personnel also despatched for specific tasks.
5. Difficulties with remaining staff cannot be resolved until decision of principle is received. Fear necessary to release any who are unable loyally to implement that decision.

17 January 1945V. BUREAU OF SUPPLY

The Bureau of Supply shall be responsible for the functions of the mission relating to supply, agricultural rehabilitation, and industrial rehabilitation.

Supply Division

To be responsible for planning and operations relating to the preparation and coordination of estimates of all relief and rehabilitation supply requirements.

To assist in the formulation of the requirements coordination and supply program for Greece.

To assemble the estimates of requirements for relief and rehabilitation supplies for operations in Greece, as requested by the various bureaus and divisions of the Mission; to analyze such requests, to coordinate such requirements, and to present, for the approval of the Chief of Mission, a balanced program of such requirements together with supporting data to justify such requirements program.

To report to the Chief of Mission, after consultation with the several interested bureaus and divisions, upon the availability of local supplies, and to arrange, with the approval of the Chief of Mission, for the purchase of such supplies as may be required for operations in the area served by the Mission.

To estimate, in the light of the availability of local supplies and relief and rehabilitation needs, the amounts and kinds of such supplies required to be imported for appropriate time periods of the UNRRA operation.

17 January 1945

To arrange for the importation of such supplies as may be required within Greece and to prepare shipping schedules for such importations.

To keep operating records of all requirements approved by the Chief of Mission and of all purchases and imports.

Generally, to exercise control of the import and export of supplies of the Mission.

Food and Agricultural Rehabilitation Division

To survey and determine the level of agricultural production, and the extent of the need for agricultural rehabilitation in Greece, including rehabilitation of fisheries and the reinstatement of agricultural labor.

To assist in the formulation of plans for agricultural rehabilitation, and for the increase of essential agricultural production in Greece; and, in collaboration with the Division of Industrial Rehabilitation, to formulate plans for necessary rehabilitation of plants engaged in the processing of food, and in the manufacture of fertilizer, insecticides, and other essential agricultural supplies and equipment in Greece.

To assist the Distribution and Transport Bureau in the preparation of plans for the transport, storage and distribution of food and agricultural supplies.

To survey and report upon the availability of local supplies such as food, seed and livestock and to estimate the amount of such supplies required to be imported; to survey and report upon the availability of local agricultural rehabilitation supplies such as agricultural implements and machinery, fertilizers and insecticides,

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and, in collaboration with the Division of Industrial Rehabilitation, to estimate the import requirements of plants which should or could be rehabilitated, and supplies required to be imported.

To advise technical personnel of the Mission relating to agricultural program; to render technical assistance to the field staff in the execution of such program and to make recommendations for its more effective execution.

Industrial Rehabilitation Division

To survey the level of industrial production and extent of the need for rehabilitation of industries engaged in the production of consumers goods, mining, transport, public utilities and other services, and industries; the need for repair and construction of industrial buildings; in cooperation with the Welfare Division, the extent of the need for shelter for individual families or groups of families, and the repair of existing shelter and the construction of new shelter.

To develop within the scope of the Administration's activities, a program for the rehabilitation of manufacturing, mining, transport, and public utility industries, of essential public services, and of shelter in Greece and in collaboration with the Agricultural Division to devise plans for the rehabilitation of food processing and agricultural machinery, fertilizers and similar industries.

To survey and report upon the availability of local supplies for such industrial rehabilitation, transport and civilian shelter activities, and to estimate the amount of such supplies required

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to be imported.

To assist and collaborate with the interested bureaus and divisions of the Mission in the formulation of plans for the storage, transport and distribution in Greece of such supplies and materials.

To advise technical personnel of the Mission engaged in industrial activities; to institute and supervise programs for the training of such personnel; to render technical assistance to the other divisions of the Mission requiring technical services in engineering, industrial and other specialized fields in the execution of such programs; to make recommendations for the more effective execution of the program by the field staff. The several bureaus and divisions of the Mission shall collaborate with the Division of Industrial Rehabilitation on all matters within their own spheres of responsibility which relate to industrial rehabilitation.

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VI. BUREAU OF DISTRIBUTION AND TRANSPORT

The Bureau of Distribution and Transport will be responsible for the formulation of operating plans for the distribution of all relief and rehabilitation supplies and for the warehousing, storage and transport of the same. It will operate through an economic division, a distribution division and an inland transport and warehousing division.

Economic Division

To survey the various agencies, public as well as private, which may be utilized for the physical distribution of relief and rehabilitation supplies.

To study economic channels of distribution in the area, including wholesale and retail trade, producers and consumers cooperatives, trade associations, brokerage practices and the like.

To advise upon rationing and price control systems in Greece; to evaluate their effectiveness; and to suggest adjustments or modifications designed to strengthen UNRRA's relief and rehabilitation program.

To advise appropriate bureaus and divisions of the Mission of the effect of the importation and distribution of relief and rehabilitation supplies and of proposed rehabilitation programs upon the economy of Greece.

On the basis of the overall program for relief and rehabilitation and with the cooperation of the several responsible bureaus and divisions to recommend to the appropriate civil or military authorities such channels as may be appropriate for securing the

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effective distribution of relief and rehabilitation supplies.

To study the need for rationing and allocation of civilian goods, and the efficacy of any such plans which may currently be in operation on the area, and to make recommendations for needed modifications of existing plans for the rationing and allocation of civilian goods.

Continually to evaluate the need of control over the prices of consumer goods and to appraise the efficacy of existing price controls, if any, in cooperation with other divisions of the Mission, and to make recommendations for needed modifications in such plans.

Distribution Division

To assist in the preparation of operating plans for Greece for the most effective distribution of relief and rehabilitation goods and materials in the light of the overall programs, taking into consideration wholesale and retail facilities and practices, producers and consumers' cooperatives, trade associations, brokerage and marketing practices.

To assist in the formulation of plans for the distribution of relief and rehabilitation supplies in Greece.

To devise and assist in the installation of procedures for the distribution of relief and rehabilitation goods and materials within Greece and to assist the civil or military authorities in organizing the distribution media for their most effective use.

To supervise the survey of distribution plans by the field staff and to advise the Chief of Mission upon the operation of such plans.

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To consult and collaborate with the interested bureaus and divisions of the Mission in the preparation of plans, procedures and arrangements for the distribution of relief and rehabilitation supplies and materials in the area.

To be responsible for assisting the civil and military authorities in the distribution, regardless of the media used, of all relief and rehabilitation supplies in the area within the jurisdiction of the Mission.

Inland Transport and Warehousing Division

The Inland Transport and Warehousing Division shall be responsible for the warehousing, storage and transport of relief and rehabilitation supplies. To devise appropriate transport procedures, including procedures for transport orders, bills of lading, the receipt of imported goods at ports and the removal of such goods from vessels to appropriate warehouses; and to coordinate such procedures with the arrangements for distribution in the area.

To supervise or arrange for the supervision of the unloading at ports, of relief and rehabilitation goods consigned to the Mission; the release of relief and rehabilitation goods from warehouses; and the transportation of such goods by land and sea throughout both mainland and island areas.

In cooperation with the Industrial Rehabilitation Division, to devise plans for more effective use of existing transport facilities (including army transport) or to prepare plans for the importation of vehicles or vessels needed for inland or inter-island transport.

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To supervise or arrange for the supervision of warehousing and other storage facilities.

In cooperation with the Industrial Rehabilitation Division, to devise plans for more effective use of existing storage facilities or to prepare plans for establishing essential storage facilities.

VII. BUREAU OF FINANCE AND ADMINISTRATION

To be responsible for the personnel administration of the Mission and to make recommendations with respect to the selection of locally employed personnel and the establishment of wage-scales for such personnel.

To be responsible for the installation and maintenance of proper budgeting, accounting, record-keeping, business management, and administrative services procedures for the Mission.

The bureau will function through a Personnel, Division, an Administrative Services Division, an Accounting Division, a Budget and Finance Division whose duties will be as follows:

Personnel Division

To be responsible for planning, developing and directing a comprehensive program of personnel management for the Mission, such program including the functions of employment, position classification (including the maintenances of approved organization patterns), training, safety and employee relations, general morale and welfare of employees, the establishment of wage-scales for indigenous employees, the investigation of charges of employees' misconduct and to make recommendations with respect to the disposition of surplus personnel on the staff of the Mission.

To institute and administer a general overall training program for all persons under the administrative jurisdiction of the Mission designed to interpret the principles and program of the Administration; in cooperation with the heads of the several offices and divisions to provide specialized training in field techniques and procedures and in the language and customs of Greece; and with the approval of the Chief of Mission, to make use of qualified personnel of the Mission in the conduct of the training program.

Administrative Services Division

To serve as the procurement agency for the Mission for necessary materials and

supplies, other than relief and rehabilitation supplies, and to operate the stock-rooms and supplies service, for such supplies.

To be responsible for the procurement of office space for the headquarters office of the Mission and to be responsible for such maintenance, alterations, and repairs as may be necessary.

To maintain the central files, cable and correspondence control and messenger service of the Mission.

To maintain and check attendance reports and, if required, to prepare and check payrolls.

To operate such library service as the Mission may require.

To operate or plan the operation of such motor and other vehicles as may be necessary for the performance of the functions of the headquarters office.

Generally, to be responsible for business management of the Mission.

Accounting Division

To maintain records of relief and rehabilitation supplies allocated to or purchased by the Mission and to account for the disposition of such goods.

To maintain proper inventory control of stocks of relief and rehabilitation goods.

To maintain records of the relief and rehabilitation funds of the Mission and to account for the disposition of such funds.

To institute a uniform system of accounting and reporting for the Mission.

Budget and Finance Division

To prepare budget estimates for the Mission for approval of the Chief of Mission and submission to the London and Washington offices.

To be responsible for all funds received in such depository or depositories as may be designated by the Director General; will be responsible for disbursement, withdrawal and transfer of funds, including accountability for petty cash

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expenditures and cash advances made to members of the Mission staff; will be responsible for the custody of securities or other negotiable instruments which may from time to time come into the possession of the Mission; will make recommendations to the Mission Chief concerning the adequacy of surety coverage of persons exercising financial or fiscal or other custodial responsibility; will advise and counsel with and otherwise assist the responsible officers and employees of the Mission in the determination of cash requirements for the conduct of the Mission's activities in the field; will direct the installation and maintenance of such procedures as may be required to effectuate sound financial controls; will be responsible for maintaining full and accurate accounts together with appropriate documents appertaining to all moneys received and expended; will be responsible for the preparation of regular and special reports and statements reflecting the status of cash received, expended, on hand, in banks, and in the form of advances to staff members and representatives of the Mission.

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VIII. HEALTH DIVISION

To prepare, in cooperation with the Welfare and Displaced Persons Divisions, plans for health and medical care of displaced persons in Greece, and to supervise the rendering of such care to persons in Transient Centers, and of the required public health services in such camps.

On the basis of the plans prepared, to present to the Bureau of Supply and Distribution requests for essential medical and sanitary supplies for Greece.

To institute and supervise programs for the training in UNRRA health service operations of the personnel of the voluntary relief societies whose activities are integrated into those of UNRRA.

To advise the health personnel of the Mission; to render technical assistance to the field staff; to make recommendations for the more effective execution of the program by the field staff.

To survey and determine the extent of the needs with respect to public health services and sanitation in the Balkan Nations.

To assist in the formulation of the Health and Medical care program for Greece, including plans relating to improvement of public health and sanitation; the control of communicable diseases; the prevention of the introduction of disease from other areas; the rehabilitation of hospital and clinical facilities; and plans for the administration of laws and regulations relating to public health, sanitation, manufacture and distribution of medical, biologic, and analogous products, maritime and international quarantine, communicable disease control, etc.

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IX. WELFARE DIVISION

Under the direction of the Chief of Mission, to institute and supervise training in UNRRA Welfare operations of both UNRRA staff and personnel of the Voluntary Societies whose activities are integrated into those of UNRRA.

To advise on the welfare aspects of field operations of the Mission and to supervise and coordinate activities of personnel of all Voluntary Societies in the welfare field and to make recommendations of the effective execution of the program by the field staff.

To furnish technical advice and assistance to other Divisions and District Offices on the welfare aspects of their work and to consult with other Divisions on welfare problems whose solution will require the assistance of those divisions.

To assist the local administrations in setting up centers for the relief of those persons who are destitute, including evacuees, and to provide so far as practicable necessary welfare services for such people.

To assist in the drawing up of plans for the welfare aspects of the relief program of the Balkan Nations, including the distribution of relief to special classes of displaced persons (the destitute, children, nursing mothers and pregnant women, the disabled and the aged), the provision of emergency shelter, the formulation of standards for determining the needs of individuals and families and groups requiring welfare services and ascertaining ability to pay for relief supplies, the creation of plans for the restoration, mobilization and operation of community welfare programs.

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X. DISPLACED PERSONS DIVISION

To give technical advice and assistance in the operation of the Transient Centers under the jurisdiction of the Mission and to formulate, with the assistance of the appropriate divisions, plans for the care, repatriation or return to their homes and reception in countries of destination, of such displaced persons.

To institute and supervise programs for the training in UNRRA's displaced persons operational programs, of the personnel of voluntary societies whose activities are integrated into those of the Displaced Persons Division of UNRRA.

To conduct negotiations, as required, with respect to displaced persons with the governmental or military authorities of the area of the Mission, subject to the knowledge and approval of the Chief of Mission; and to be responsible for implementing the results of such negotiations with respect to the removal from or entry into the area of displaced persons.

To conduct negotiations, as required, with the Inter-governmental Committee on Refugees, and the International Red Cross on matters relating to displaced persons, subject to the knowledge and approval of the Chief of Mission.

To collect information and report on the numbers, location and condition of displaced persons.

To plan devise methods for the location and identification of displaced persons and to secure agreement on uniform documentation.

To advise on special requirements in the registration of such persons.

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To assist in arranging for determination of the citizenship of such persons.

To advise on the formulation of instructions to displaced persons, directing them to reception centers, and with respect to arrangements for registration, medical examinations, the presentation of citizenship claims, personal communications, and other steps preparatory to repatriation or return.

To plan, in collaboration with the Chief of Mission, for necessary travel documents and for the transportation of displaced persons to their countries of destination.

To assist in the formulation of operating programs relating to displaced persons in the Balkan Nations and for the repatriation of nationals of the Balkan Nations.

To cooperate with interested governments, the Health Division, the military authorities, and appropriate international organizations, in the prevention and control of epidemics which may occur in connection with the establishment and maintenance of Transient Centers, repatriation projects, and projects for the return of displaced persons to their homes.

17 January 1946

XI. CAMPS AND TRANSIENT CENTERS DIVISION

To formulate policies and establish standards for the operation of transient centers for temporarily displaced persons within Greece.

To confer with the Directors of the Divisions of Health, Welfare, Displaced Persons, and Industrial Rehabilitation at Mission Headquarters in order to correlate their programs as they relate to the operation of transient centers and to prepare for the Chief of Mission comprehensive plans for all phases of transient centers.

To advise the interested bureaus and divisions on the methods of administration and maintenance of transient centers and problems relating to the shelter, feeding, clothing, and sanitary facilities.

To select the area in which the transient centers are to be located.

To prepare estimates of the overall requirements for supplies, services and personnel needed for the carrying out of this program.

Gov. Lehman

Draft
Kanthaky/eg
5 January 1945

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File

Bo

Honorable John J. McCloy
Chairman, Combined Civil Affairs Committee
War Department
Washington, D. C.

Dear Mr. McCloy:

1. I desire at this time to make a proposal to the Combined Military authorities respecting the operations of UNRRA in Greece.
2. *Immediately* upon the termination of the present hostilities, UNRRA *take over from the military* is prepared to accept responsibility for providing relief and rehabilitation supplies and services directly to the Greek authorities. The exact nature and extent of the assistance to be given will be determined after consultation between the Administration and the Greek authorities.
3. With respect to supplies, we propose the following:
 - A. UNRRA will reimburse the Military authorities for supplies which they turn over to UNRRA commencing with the day that the Military authorities terminate their responsibility for relief and rehabilitation operations.
 - B. UNRRA will make arrangements for the direct provision of supplies and shipping to Greece at the earliest possible date. The arrangements contemplated are the same as those established for Italy. Requests for UNRRA shipping allocations for Greece have already been made to CSAB. However, to insure unin-

5 January 1945

interrupted flow of supplies, UNRRA would expect the Military authorities to continue to provide supply and shipping until UNRRA has established its own supply and shipping arrangements. UNRRA will reimburse the Military authorities for all such supplies.

C. Details of the arrangements relating to subparagraphs A and B above will be developed by representatives of CCAC and UNRRA in the light of the following principles:

- (1) That the flow of supplies shall be uninterrupted.
- (2) That full responsibility for supplies shall be assumed by UNRRA at the earliest reasonable date.

4. With respect to personnel, UNRRA already has either in Cairo, or in Athens, or elsewhere in the Mediterranean area, sufficient staff to initiate its own operation. UNRRA also has reserves of personnel on which it could promptly draw if additional staff should be required. Moreover, during the early stages of operations UNRRA would expect the Military to make available such ML personnel as our Mission Chief would request.

5. May I request the opportunity to discuss these matters at the next meeting of the CCAC.

Very sincerely yours,

MEMORANDUM RE PERSONNEL REQUIREMENTS

A. In considering the competence of UNRRA to undertake immediately relief operations without any further Military period, careful consideration was given to the personnel requirements and resources of the Administration. On the basis of the December 17th statement of Greek Mission personnel requirements we believe UNRRA has sufficient staff. The following table summarizes the December 17th request:

		<u>Total Requirements</u>	<u>Staff in Place</u>	<u>Vacancies</u>
Office of Chief	A	16	13	3
Bur. Of Dis. & Trans.	B	72	42	30
Bur. Of Finance & Admin.	C	23	11	12
Bur. Of Rqts. Coord & Supply	D	15	8	7
Div. of Food & Agric. Rehab.	E	17	16	1
Div. of Indus. Rehab.	F	4	4	
Div. of Displaced Persons	G	8	7	1
Welfare Division	H	33	13	20
Health Division	I	29	22	7
District Offices Staff	K	43	19	24
Camps and Transient Centers	L	_____	_____	_____
TOTAL		260	155	105

B. Specific analysis of the December 17th Greek Mission Personnel requirements indicates the following:

- (1) That the Office of Chief of Mission is fully staffed.
- (2) That the Bureau of Finance and Administration lacks staffing only on the accounting side. This deficiency can be remedied from staff presently available and scheduled for movement or by indigenous personnel.
- (3) Bureau of Distribution and Transport. Due to the recall of Colonel Balfour, the position of Deputy in charge of this function is vacant. Colonel Bellm, as well as Messrs. Rohrbaugh and Elkinton, feels that Mr. Gerstenzang is the strongest man in the Mission on this side, and the problem might be solved by his immediate assignment to this position. The vacancies in the Distribution Officer, Transport Officer and Warehousemen categories can readily be filled from the surplus of personnel in these categories assigned to Yugoslavia and elsewhere. In addition, indigenous personnel, as well as civilianized personnel, may be drawn on to fill vacancies in these categories.
- (4) Bureau of Requirements and Supply:

Mr. Hendrickson has indicated that he is confident that the Requirements Bureau can undertake the job at once and that such additional staff as he needs can be supplied without serious difficulty or delay.

- (5) The Industrial Rehabilitation Division is fully staffed.
- (6) The Food and Agricultural Rehabilitation Division is fully staffed.
- (7) The Displaced Persons Division is fully staffed.
- (8) The Health Division is fully staffed
- (9) Welfare Division:

The Welfare Division has thirty staff members already assigned. Such vacancies as exist may readily be filled from voluntary agency personnel. Greek personnel could be used for practically all administrative tasks in the Welfare field.

- (10) Transient Centers Division:

There is every indication that the Greek authorities will handle the problem of internally displaced Greek nationals without requesting UNRRA assistance. However, if UNRRA is asked to aid in this field, the vacancies existing in the Office of Director and Executive Assistant can readily be filled from Balkan Mission staff or from civilianized ML personnel or from indigenous personnel.

- (11) All District Director and Deputy District Director positions are filled. In the event that changes are necessary, transfers can readily be effected from the Balkan Mission. Vacancies existing in the Field Officer category can be filled by indigenous Greek personnel and from the surplus staff of the Yugoslav Mission.

- C. We have discussed the possibilities of utilizing indigenous personnel with Mr. Rohrbaugh and Mr. Elkinton, as well as with Colonel Knute Bellm. They unanimously agreed that there is an unlimited supply of competent Greek personnel which may be used for every aspect of UNRRA's work, except the top executive positions.
- D. In addition, the Mission may draw upon the following sources of manpower:
- (1) The staff of the Balkan Mission including those enroute.
 - (2) Surplus staff of the Yugoslav Mission.
 - (3) Personnel in Greece of non-Greek origin.
 - (4) Voluntary Agency personnel.
 - (5) Unassigned staff on the European Reserve.
 - (6) HQ and ERO staff if necessary.
 - (7) Staff of ML, if necessary.

(See annexed chart for analysis of 1, 2 and 4 above)

UNRRA Personnel Located in or
Destined for
Mediterranean Theater
(as of December 31, 1944)

A. Balkans and Middle East*

1. On duty overseas

a. Cairo Office and unassigned	103	
b. Greece	155	
c. Albania	23	
d. Yugoslavia	76	
e. Camps		
Middle East	26	
Casablanca	10	
Philippeville	95	<u>131</u>
		488

2. En route over 29

3. In Washington awaiting transportation 103 620

B. Voluntary Agency Personnel**

1. Overseas (Balkan) U.S.	62	
U.K.	360	422

2. En route from U.S. (U.S.) 12

3. In Washington awaiting transportation (U.S.) 8 442

TOTAL

1062

*Exclusive of (a) voluntary society personnel provided by U.S. and U.K. Only travel and subsistence expenses borne by UNRRA; and (b) persons employed locally and paid from local currency, e. g., laborers, cooks, truck drivers, etc.

**As of November 4, 1944

B. M. - Reports

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

8, Sharia Dar El-Shifa Garden City - Cairo

January 3, 1945

File No: 17/4

CANA 590

TO: Mr. Conrad Van Hynning
Acting Director of Welfare Division
Washington, D. C.

FROM: Mr. Harry Greenstein
Director of Welfare Division
Balkan Mission

RE: Material from Greek Welfare Division and
Monthly Report from Welfare Division, Balkan
Mission, for December, 1944.

Attached find following material just received from
the Greek Welfare Division, Balkan Mission:

- 1) Legal Basis Social Welfare Program-
Draft November 20, 1944.
- 2) Plan for Emergency Relief and Welfare
Services - Draft December 9, 1944.

Also find enclosed Monthly Report for Welfare Division,
Balkan Mission, for December, 1944.

ENC: 3

BALKAN MISSION - GREEK WELFARE DIVISION
POSSIBLE TECHNICAL CONTENT OF LEGAL BASIS

SOCIAL WELFARE PROGRAM

DRAFT 20 November, 1944

Section 1. PURPOSE. It is the purpose of this decree to provide, within the limitations of available resources, that all persons in Greece shall have the means of securing the basic necessities of life.

Section 2. ELIGIBILITY FOR ASSISTANCE & SERVICE. Public assistance shall be provided by local welfare centers for all persons who apply for public assistance and who do not have sufficient income and resources to provide themselves and their dependents with the basic necessities of life.

Section 3. AMOUNT OF ASSISTANCE. Public assistance shall be in an amount sufficient to provide for an individual or family a standard of living compatible with health and well-being. In the case of persons receiving aid from other sources but in an insufficient amount, assistance under this decree may be provided in such a measure as to make the total amount sufficient to meet their needs.

Section 4. STANDARDS OF ASSISTANCE. The Department of Social Welfare shall, from time to time establish standards and procedures which shall serve as the basis for determining what constitutes a standard of living compatible with health and well-being, taking into consideration requirements for food, clothing, shelter, fuel, household goods and expenses necessary for rehabilitation and securing employment.

Section 5. APPEAL AND FAIR HEARING. Any person dissatisfied with any decision made any employee of a local welfare center may make an appeal and shall receive a fair hearing before the local director or his duly authorized representative. Any person dissatisfied with the results of his first appeal may make a second appeal and shall have a hearing before the local social welfare advisory committee.

Section 6. CASH ASSISTANCE. Whenever possible public assistance shall be in the form of money payments to needy individuals.

Section 7. RECOVERIES. Public assistance provided to an individual may be recovered from the individual if at any time within twelve months from the time assistance was provided the recipient is able to make repayment without hardship to himself or his dependents. All such recoveries shall be regarded as contributions to the social welfare fund and shall be utilized to finance public assistance for other persons who are in greater need.

Section 8. WORK REQUIREMENT. All persons receiving public assistance shall be required to seek suitable employment provided that they are physically able to work, are over 16 years of age, and not in school or are not needed in their homes. They shall register at a public employment office and shall register as frequently as may be required.

NOTE: The recovery of Greece will be possible only if there is substantially full employment of its workers. The emphasis of the entire assistance program should be to enable and encourage people to secure employment as quickly as possible.

Section 9. REPORTING OF RESOURCES. If at any time a recipient of public assistance becomes possessed of income or resources greater than that reported at the time of applying for assistance he shall immediately report the change in his circumstances to the local welfare center. Failure to do so will subject a person to the penalties provided by the penal code for perjury.

Section 10. APPLICATIONS FOR ASSISTANCE. Applications for assistance shall be made in writing or reduced to writing, and shall bear the signature or the witnessed mark, of the individual applying for assistance. They shall, if possible be filed with the local welfare center serving the place where the individual is at the time he makes application. Applicants shall furnish such information as may be required by the Department as a basis for making decisions with respect to each application as soon as possible and the applicant shall be informed of the decision in writing. No public assistance shall be provided to individuals who have not made application.

Section 11. RECORDS. A record shall be made of all assistance furnished to needy individuals. These records shall be in such form and contain such information as may be required by the Department. Receipts shall be secured for all assistance disbursed. Said receipts shall bear the signature or witnessed mark of the person receiving such assistance.

Section 12. FUNCTIONS OF THE DEPARTMENT. The Department of Social Welfare shall be responsible for carrying out the social welfare responsibilities of the state. These responsibilities shall include but not be limited to:

- a) Public assistance. The Department shall determine eligibility for an authorized public assistance for persons who are in need, and shall provide social services for other persons needing such services.
- b) Child Welfare. The Department shall develop effective programs for the adequate care and protection of children requiring such care and protection.
- c) Social Welfare Institutions. The Department shall be responsible for the administration of all public social welfare institutions providing care for persons who are dependent, defective or delinquent.
- d) Private agencies and institutions. The Department shall be licensed and supervise private institutions and agencies engaged in social welfare activities.
- e) Personnel. The Department shall have authority to employ or authorize the employment of such personnel that may be needed to carry out the responsibilities of the Department. All such personnel shall be employed in accordance with standards of qualifications established by the Department, and all appointments shall require ratification by the Department. All appointments shall be made without regard to the political affiliations of the person concerned.
- f) Training. The Department shall make provision for training the staff in carrying out their duties effectively through inservice training programs conducted at the local welfare centers. Provincial offices and the National office; through attendance at special institutes or courses sponsored by the Department; or through other methods deemed necessary by the Department. The Department shall appoint such personnel as may be required to carry out such training programs.
- g) Planning. The Department shall recommend to the Ministry plans and programs for the alleviation or elimination of causes of social welfare problems.
- h) Additional Functions. The Department shall carry out such additional social welfare functions as may be assigned to it by the Ministry of Social Welfare.
- i) Authority. The foregoing authority and responsibilities shall be in addition to that now vested in the Department.

Section 13. PROVINCIAL DEPARTMENTS OF SOCIAL WELFARE. There is hereby

established in each provincial Department of Social Welfare which shall consist of a Provincial Director of Social Welfare and such other personnel as may be necessary for carrying out the duties and responsibilities of the Department. The Provincial Director shall be appointed by the Director-General and shall be under his general administrative direction.

The Provincial Director shall have general administrative direction over the operations of the Provincial Department of Social Welfare.

In accordance with the standards and qualifications established by the Department, the Provincial Director shall have authority to appoint local director and personnel and also such personnel for the staff of the provincial office as may be necessary to carry out the responsibilities of the provincial office, but such appointments shall be subject to the approval of the Director-General.

The Governor of the Province shall provide the Provincial Department of Social Welfare with such facilities and service as may be appropriate to enable it to effectively carry out its responsibilities.

Section 14. LOCAL WELFARE CENTERS. The Provincial Director of Social Welfare shall establish in each province such local welfare centers as may be required to provide needed public assistance and other social welfare services for all persons in the province. These local welfare centers shall be located at places readily accessible to persons requiring their services. Whenever possible the local welfare centers shall be located convenient to related services.

The local welfare center shall consist of a local director of social welfare and such other personnel as may be necessary for carrying out the duties and responsibilities of the local welfare center. The local director shall work under the general administrative direction of the Provincial Director of Social Welfare. The local director shall have general administrative direction over the operations of the local welfare center. The local welfare center shall be the local administrative unit for carrying out the duties and responsibilities of the social welfare department within its locality. In accordance with standards as to qualifications established by the Department, the local director shall have authority to appoint such personnel as may be necessary to carry out the responsibilities of the local welfare center, but such appointments shall be subject to the approval of the Provincial Director and the Director General. The local welfare center shall provide public assistance to persons eligible under this decree and shall provide services for the personal rehabilitation of persons requiring special help. It shall maintain a registry of persons in the locality requiring shelter and a registry of all available or potential living accommodations within the locality. During periods of emergency it shall have authority to billet homeless people on a compensated basis but in so far as possible there shall be freedom of choice for the persons requiring and providing the accommodation. The center shall make such reports as may be required by the Provincial Director of Social Welfare.

Section 15. LOCAL SOCIAL WELFARE ADVISORY COMMITTEES. There shall be appointed by the Provincial Director of Welfare an Advisory Committee of three members for each local welfare center. These committees shall be representative in character and shall serve without compensation. They shall be appointed in such a manner that the term of office of one of the members shall expire each year.

The local Committee shall have no administrative authority but shall have the following other functions.

1. To advise the local director with respect to such matters of local welfare policy as may be referred to it by the local director.

2. To receive and hold hearings upon complaints or suggestions made by members of the community. With respect to such complaints or suggestions the Committee shall make recommendations to the local director and in cases where its suggestions are disregarded by the local director it may make reports thereon to the Provincial Director.

Section 16. SOCIAL WELFARE FUND. There is hereby created within the National Treasury a Social Welfare Fund. This Fund shall consist of such funds as may be appropriated thereto from revenues derived from the sale of goods and services made available by foreign or international agencies, private contributions and from other sources.

Disbursements from this Fund shall be made in accordance with policies and procedures established by the Director-General in consultation with the Director-General of the Ministry of Finance.

The Fund shall be utilized (a) for the purpose of financing assistance and services provided under the terms of this directive and (b) for administrative expenses incurred in the administration thereof.

The Director-General of the Ministry of Social Welfare shall establish separate accounts for each province from which disbursements may be authorized by the Provincial Director-General in accordance with policies established by the Director-General.

Section 17. RELATIONS WITH U.N.R.R.A. In accordance with Agreements which will be entered into between the Greek Government and UNRRA there shall be available to the Ministry the services of personnel who shall serve in an advisor-observer relationship. During the period covered by said agreement UNRRA representatives shall be provided with such service and facilities as may be appropriate under the terms of said agreement. UNRRA representatives shall have access to all records, directives, and instructions issued by the Ministry. Said UNRRA representatives shall have no administrative authority but may upon request by the Ministry carry out administrative functions as the agents of the Ministry. UNRRA will have its own chain of communications and command.

NOTE: Relationships. The above was written for use during the UNRRA period. Appropriate changes can be made if it is used during the Military period.

Section 18. TRANSIENTS. No person who is otherwise eligible for assistance shall be denied assistance by a local welfare center on the grounds that he is not a permanent resident of the area served by that center unless such person is at the time of applying already received public assistance in another area.

NOTE: The Greek Government will enter into a multilateral agreement with the other United Nations under which it guarantees that nationals of these other nations will receive similar assistance to that provided by the Greek nationals. The foregoing provision is a means of discharging its obligation without the expense and complications involved in establishing separate facilities to care for displaced persons.

Section 19. NO DISCRIMINATION. Public assistance shall be provided without distinction of race, creed or politics and will be solely on the basis of the needs of the beneficiaries. Any official violating this provision shall be dismissed and shall be in addition subject to fine or imprisonment or both.

Section 20. MISDEMEANOURS. It shall be a misdemeanor for any person to obtain or attempt to obtain or to aid another to obtain by misrepresentation, or other fraudulent device public assistance to which he is not

entitled.

Section 21. Effective Date. This decree shall take effect on 194; and have any laws or decrees in conflict therewith are hereby repealed.

PLAN FOR EMERGENCY RELIEF AND WELFARE SERVICES

DRAFT

9 December, 1944

Section 1. PURPOSE. It is the purpose of this plan to provide, within the limitations of available resources, emergency relief and welfare services to the destitute persons in Greece.

Section 2. ELIGIBILITY FOR ASSISTANCE & SERVICE. Public assistance and other welfare services shall be provided through local welfare centers for all persons who apply for public assistance and who do not have sufficient income and resources to provide themselves and their dependents with the basic necessities of life.

Section 3. AMOUNT OF ASSISTANCE. Public assistance shall be in an amount sufficient to provide for an individual or family a standard of living compatible with health and well-being. In the case of persons receiving aid from other sources, but in an insufficient amount, assistance under this plan may be provided in such a measure as to make the total amount sufficient to meet their needs.

Section 4. STANDARDS OF ASSISTANCE. UNRRA through the welfare Division shall, from time to time establish standards and procedures which shall serve as the basis for determining what constitutes a standard of living compatible with health and well-being, taking into consideration requirements for food, clothing, shelter, fuel, household goods and expenses necessary for rehabilitation and securing employment.

Section 5. CASH ASSISTANCE. Whenever possible public assistance shall be in the form of money payments to needy individuals.

Section 6. WORK REQUIREMENT. All persons receiving public assistance shall be required to seek suitable employment provided that they are physically able to work, are over 16 years of age, and not in school or are not needed in their homes. They shall register at a public employment office and shall re-register as frequently as may be required.

Section 7. REPORTING OF RESOURCES. If at any time a recipient of public assistance becomes possessed of income or resources greater than that reported at the time of applying for assistance he shall immediately report the change in his circumstances to the local welfare center. Failure to do so will subject a person to the penalties provided by the penal code for perjury.

Section 8. APPLICATIONS FOR ASSISTANCE. Applications for assistance shall be made in writing or reduced to writing, and shall bear the signature or the witnessed mark, of the individual applying for assistance. They shall, if possible, be filed with the local welfare center serving the place where the individual is at the time he makes application. Applicants shall furnish such information as may be required as a basis for making decisions with respect to eligibility. A decision shall be made with respect to each application as soon as possible and the applicant shall be informed of the decision in writing. No public assistance shall be provided to individuals who have not made application.

Section 9. RECORDS. A record shall be made of all assistance and employment furnished to needy individuals. These records shall be in such form and contain such information as may be required by UNRRA. Receipts shall be secured for all assistance disbursed and for all other payments. Said receipts shall bear the signature or witnessed mark of the person receiving such assistance.

Section 10. EMERGENCY WELFARE RESPONSIBILITIES OF UNRRA DISTRICTS. Each UNRRA district shall be responsible for the carrying out of this plan for emergency relief and welfare services within the district. These responsibilities shall include but not be limited to:

(a) Development and correlation. Development and correlation of all resources of the district for the purpose of meeting the needs of destitute persons.

(b) Public Assistance. The districts shall be responsible for the designation and creation of necessary facilities for the provision of public assistance to needy persons.

(c) Employment. The district is responsible for organizing and financing local emergency work activities which will have the effect of contributing to the meeting of relief needs and of making local supply available for meeting relief needs.

(d) Child Welfare. The district shall be responsible for developing effective programs for the adequate care and protection of children requiring such care and protection.

(e) Personnel. The district shall have authority to employ or authorize the employment of such personnel that may be needed to carry out the welfare responsibilities of the district. All such personnel shall be employed in accordance with standards of qualifications established by UNRRA HQ. All appointments shall be made without regard of the political affiliations of the persons concerned.

(f) Training. The district shall be responsible for making provision for training local personnel and carrying out their duties effectively. This training may be done through in-service training programs or whatever other methods are deemed necessary.

(g) Additional Functions. The districts shall carry out or cause to be carried out such additional social welfare functions as may be assigned to it by UNRRA HQ.

Section 11. Provincial Departments of SOCIAL WELFARE. In carrying out its responsibility for emergency relief and welfare services the district may utilize existing welfare facilities or may assist in the development of the necessary facilities. Whenever possible the district should encourage the establishment in each province of a provincial department of social welfare which would consist of a provincial director of welfare and such personnel as may be necessary for carrying out the welfare duties and responsibilities. The provincial director will be appointed by the district director upon the recommendation of the district welfare officer and would be under the supervision of the district welfare officer.

The Provincial Director will have general administrative direction over the welfare operations in the province in accordance with policies set forth by the UNRRA District. In accordance with these general policies the Provincial Director may establish local welfare centers. In accordance with the standards and qualifications established by the district the provincial director may appoint local directors and personnel and also such personnel for the staff of the provincial office as may be necessary to carry out the responsibilities of the provincial office.

The cooperation of the Governor of the province will be enlisted and he will be requested to provide such facilities and services as may be necessary to facilitate the carrying out of welfare responsibilities in the province.

Section 12. LOCAL WELFARE CENTERS. The district or Provincial Director of Social Welfare with the approval of the District will establish in each province such local welfare centers as may be required to provide needed public assistance and other welfare services in the province. These local welfare centers shall be located at places readily accessible to persons requiring their services. Whenever possible the

local welfare center shall be located convenient to related services. Existing welfare organizations may be designated as local welfare centers.

The local welfare center will consist of a local director of Social welfare and such other personnel as may be necessary for carrying out the duties and responsibility of the local welfare center. The local director shall work under the general administrative direction of the provincial director of social welfare. The local director shall have general administrative direction over the operations of the local welfare center. The local welfare center shall be the local and administrative unit for carrying out the duties and responsibilities of the UNRRA district within its locality. In accordance with standards as to qualifications established by the district the local director shall have authority to appoint such personnel as may be necessary to carry out the responsibilities of the local welfare center. The local welfare center shall provide public assistance to persons eligible under this plan and shall provide services for the personal rehabilitation of persons requiring special help. It shall maintain a registry of persons in the locality requiring shelter and the registry of all available or potential living accommodation within the locality.

The center shall make such reports as may be required by the provincial director of social welfare or the district welfare officer.

Section 13. LOCAL SOCIAL WELFARE ADVISORY COMMITTEES. There may be appointed by the District Welfare Officer an Advisory Committee of three members for each local welfare center. These committees shall be representative in character and shall serve without compensation.

The local Committee will have no administrative authority but will have the following other functions.

1. To advise the local director with respect to such matters of local welfare policy as may be referred to it by the local director.
2. To receive and hold hearings upon complaints or suggestions made by members of the community. With respect to such complaints or suggestions the Committee shall make recommendations to the local director and in cases where its suggestions are disregarded by the local director it may make reports thereon to the Provincial Director.

Section 14. SOCIAL WELFARE FUND. There is established in UNRRA a fund for relief and welfare purposes. This fund shall consist of those funds allocated by the Greek Government to UNRRA for emergency relief and welfare services. Periodic allocations will be made to the UNRRA district and disbursements shall be made in accordance with policies and procedures established by UNRRA.

The district allocation shall be utilized (a) for the purpose of financing assistance and services provided under the terms of this plan and (b) for the payment of services and resources to provide needs of destitute people.

The District shall establish separate accounts for each province from which disbursements may be authorized by the Provincial Director-General in accordance with policies established by the District.

Section 15. RELATIONS WITH MINISTRY OF WELFARE. UNRRA through its welfare division will carry out the emergency relief welfare services with the advice and assistance of the Greek Ministry of Welfare. These responsibilities will be transferred to the Ministry of Welfare at the earliest appropriate time. Every effort will be made to ascertain and strengthen local leadership for the later assumption of responsibility as delegated by the Ministry of Welfare. The Welfare Division will collaborate with the Ministry of Welfare in the development of specific plans for the various provinces in

Greece.

Section 16. TRANSIENTS. No persons who is otherwise eligible for assistance shall be denied assistance by a local welfare center on the grounds that he is not a permanent resident of the area served by that center unless such person is at the time of applying already received public assistance in another area.

Section 17. NO DISCRIMINATION. Public assistance shall be provided without distinction of race, creed or politics and will be solely on the basis of the needs of the beneficiaries. Any official violating this provision shall be dismissed and shall be in addition subject to fine or imprisonment or both.

Section 18. MISDEMEANOURS. It shall be a misdemeanor for any person to obtain or attempt to obtain or to aid another to obtain by misrepresentation, or other fraudulent device public assistance to which he is not entitled.

Section 19. EFFECTIVE DATE. This plan shall take effect on

19...

REPORT OF WELFARE DIVISION
BALKAN MISSION
December, 1944

1. Greek Welfare Division

The following two reports have been received from the Welfare Division, Greek Mission:

a) Report Covering Period November 15 to December 6.

"The first attention of the Division has been given the establishment of a public assistance program by the Greek government as there is no governmental agency with authority or resources to operate a relief program. At present, relief is being distributed by ML, through the Joint Relief Commission. ML has succeeded in expending the distribution of foodstuffs and clothing to regions of Greece which, during the occupation, were inaccessible.

The legal basis for a public assistance program has been considered with the Chief of Mission and his advisors, and with the chief relief officer of ML. The program was drafted in consultation with the Director of the Hellenic Near East Foundation who is fully acquainted with welfare work and especially its legal implications in Greece. Such a program, it is believed, would not only meet the basic needs of people but would meet them in such a way as to aid in the restoration of the national economy. The Secretary General and other officials of the Greek Ministry of Welfare are eager to institute such a plan and the Ministry is giving serious consideration to the promulgation of a decree establishing it. Through the program local welfare centers would be established to which persons in need of relief and welfare services could apply for and receive help.

At the present time, the Ministry of Welfare is making plans for the registration of needy persons through parish committees in order to obtain reliable information as to the type and extent of need it must be prepared to meet. Such a registration, on which the Division is advising the Ministry, would be a preliminary step to the establishment of a broad relief and welfare program. The Division has also recommended the establishment of a Works Program.

Child Welfare problems and programs to meet them have been discussed with the Ministry of Welfare. The Director of the Bureau of State Orphanages is compiling information which can be used in determining the kinds of Child Welfare Programs required, especially the development of shelters for the children from devastated areas.

Staff members have been visiting milk centers, day nurseries, clothing centers, a shelter for children from burned villages and have talked with representatives of the Greek Red Cross, Joint Relief Commission, Patriotic Foundation and others, obtaining their views of the situation and how they believe the welfare staff can be of greatest help.

Field trips were made to Domrevena and Costia, two burned villages near Thebes, about eighty miles from Athens. This showed the acute shelter problem of the village with ensuing health and welfare problems. In the villages, at least, it seems certain that supplies such as looms, raw wool and cotton, carpenter's tools, etc. would go far towards helping people themselves restore their communities. Particularly does it seem desirable to develop a program of home industries in the rural areas.

A reconnaissance trip of a week's duration was made to Larissa and adjacent region. Again the report has been made that raw wool and cotton, looms and tools are greatly needed. The Division is attempting to obtain allocation of these materials.

A request has been received from Lamia for a child welfare specialist to assist the local authorities in developing a program of shelter for about 1500 children from burned-out villages to enable them to get through the winter safely.

Exploration is now being made as to how UNRRA or the private organizations can assist in the schools in Greece. The Government has announced that the schools in Greece will re-open in December for the first four grades, and in January for the remaining grades.

Plans for the encouragement of private agency programs are under consideration.

Due to the unsettled situation a plan by which UNRRA would directly organize relief activities has been prepared. This plan will not be used except as a last resort.

Lack of financial resources makes it impossible to completely utilize local resources, but it may be possible to overcome this problem"

b) Report Covering Period December 15 to December 25, 1944

"Present Status of Welfare Division. When the Military asked that a proportion of UNRRA staff return to Cairo, it was agreed that certain personnel should remain for welfare and health purposes. The necessity for UNRRA personnel to assist in welfare and health services has been emphasized by representatives of the Joint Relief Commission in conference with members of the Welfare staff. At first the Military limited to a small number those who should remain in Athens. Because of the acute conditions in Athens and the individual urgent requests of the total personnel of the Welfare Division, the Chief of Mission secured the approval from the Military for the increase in the number of persons to remain. Some persons from other UNRRA Divisions have been assigned temporarily to the Welfare Division: These are:

Miss M. Geldard-Brown (Displaced Persons)
Mrs. Margerie Davis (Health Division)
Mr. James Harakas (District I)
Mr. Rodney Young (Personal Assistant)
Mr. Christopher Janus (Public Relations)
Mr. Gregory Panas (Displaced Persons)

Joint Relief Commission. There has been close collaboration with representatives of the Joint Relief Commission in order to determine how UNRRA personnel could be most useful during the emergency period. Members of the staff have driven Red Cross trucks and acted as "convoyeurs" for Red Cross trucks in order to facilitate distribution. At the beginning of the present conflict Joint Relief Commission distribution was stopped and every effort has been made to assist in the resumption of distribution. UNRRA staff, through driving trucks, rendered real assistance during a time when most of the drivers were unable to report for duty. Apart from the food and medicines delivered, this had real significance in indicating the willingness of UNRRA staff to do whatever work was necessary despite adverse conditions. As drivers were able to reach their work, UNRRA "convoyeurs" facilitated the movement of trucks through battle lines because of the acceptance and respect of UNRRA by both sides.

In addition to members of the Welfare Division staff and those assigned to the Welfare staff, various other members of the staff have volunteered for occasional convoyeur duty. For example, on 23 December, Mr. Laird Archer was on duty as convoyeur.

On 20 December, the Director, at a conference with representatives of the Joint Relief Commission, was requested to outline specifically the services which UNRRA could carry out. The Joint Relief Commission representatives emphasized that they wished to have the cooperation of UNRRA personnel and it was agreed that UNRRA might undertake certain responsibilities in connection with the following work:

Preventoria (temporary orphan)
Refugees
Clothing distribution
Convoyeur services

District I Organization: The following personnel has been assigned temporarily to District I.

Miss Deborah Pentz
Miss Katherine McElroy
Mrs. Marjorie Davis
Miss M. Geldard-Brown
Mr. Christopher Janus
Mr. Rodney Young
Mr. James Harakas

The following voluntary personnel have also been assigned to District I:

Mrs. Alexandra Mela (Hellenic Near East Foundation)
Miss Amalia Lycourezou " " " "
Miss Elizabeth Mayston " " " "
Mrs. Adossides (Greek Red Cross)
Mr. Adossides
Mr. George Trypanis

The District I office has been established at 25 Kifissia Street, which is across the street from UNRRA HQ office. On 25 December District I held its first staff meeting, at which time staff organization was perfected to carry out the responsibilities agreed to with the representatives of Joint Relief Commission.

Voluntary Society Teams: The thirteen men from the British Voluntary teams with their 20 trucks have been in a boat off the Piraeus for a fortnight. It is hoped that the personnel and trucks will be unloaded on 24 December.

Outlying District: The Welfare Division has as far as we know only one representative in the outlying areas of Greece, Mr. Archie Johnston, Acting District Welfare Officer for District III. Mr. Johnston is in Salonica.

The total UNRRA staff who were in District I, Region B. Calamata, and District II, have returned to Athens upon orders from the Military.

Staff Activities: Prior to the organization of District I, staff members of the Welfare Division HQ staff assisted in some of the Welfare activities in Athens. Three members of the staff assisted and observed at two soup kitchens. These soup kitchens had formerly been supplementary child feeding centers operated by the Near East Foundation. At the beginning of the present conflict, these activities stopped and centers were reopened about 10 days ago as soup kitchens.

On 20 December the ML started a mobile soup truck which went from block to block giving soup from the truck to the people. Through the effort of the District I Welfare Officer a meeting was held on 21 December with the Central Soup Kitchen Committee and representatives of ML in an effort to plan more effectively the administration of the soup kitchen.

Workshops: On 21 December two members of the Welfare staff had a conference on workshops with Miss Lucy Koundouriotis. Miss Koundouriotis organized the Near East Industries after the last war. She was of the opinion that workshops should again be reorganized as quickly as possible. She listed the various projects that had been undertaken before the war as well as some personnel that had been working at that time.

Children's Institutions: At a meeting on Thursday, 21 December, with Dr. Doxindes and Dr. Christides, Swiss Red Cross Mission, who are responsible for the supervision of 13 Preventoria (temporary orphanages) for pre-tubercular children, it was agreed that UNRRA personnel could

be helpful in working with them in learning the present conditions of children and the needs for medical supplies and food. The Swiss Red Cross has organized these so-called preventoria since November 1943, and though they have been operated for the most part by indigenous private agencies, the Swiss Red Cross has exerted close control over them. In addition, through the Swiss Red Cross, food has been supplied to the orphanages and institutions. The Red Cross has exercised some supervision regarding the standards maintained. At present UNRRA staff with Dr. Doxiades and Dr. Christides will visit each preventorium and orphanage and provide an "intelligence" service for the Red Cross in issuing the supplies needed immediately. The doctors will examine the children while UNRRA Welfare staff give attention to the food and clothing and other needs of the institutions during the present conflict. While doing this work of reorganizing emergency distribution, an excellent opportunity is afforded for collaborating on practical plans for the care of children which should be initiated as soon as the battle ceases.

Since the preventoria and orphanages are in the Athens-Piraeus district, this is conceived as a District I project and Miss Pentz has been temporarily assigned to carry out the responsibility.

Work Program: The Director of Welfare is a member of a 3-man committee which is working on the development of a work program. Various members of the staff have been working on this program, which may be put into operation immediately after the shooting stops.

Working Conditions: The area controlled by the government is so small that it is necessary to pass through battle zones continually to carry out welfare activities. Most of the warehouses, hospitals and institutions are in ELAS territory and our offices are in government held territory. Because of the character of the fighting it is hard to say that there are any places actually behind the battle lines as snipers are constantly infiltrating into government held territory, and tanks, armored cars and planes operate in ELAS territory. A number of the distribution trucks have been destroyed by shooting, mines or hand grenades. On the 23 December, Mr. Christopher Janus who is temporarily assigned to the Welfare Division, was blown out of the truck, when the Red Cross truck struck a mine. A helper was killed and the driver was injured but Mr. Janus was apparently unhurt.

Welfare Conditions: "In some parts of Athens people have been unable to secure food for twenty days. The clothing and shelter problems are also acute. Many people have been killed in attempting to secure food. For example, an old man with a cart of vegetables was shot around 9 a.m. and a woman was injured at about 8 a.m. in front of our hotel this morning. Some Athenians say that this will be the worst Christmas for them in four years. All of our present welfare activities are frightfully inadequate in view of the great needs".

2. Yugoslav Welfare Division

The principal activity of the Yugoslav Welfare Division during December was the completion of arrangements for the temporary assignment of the Voluntary Society teams to the Italian refugee camps.

Three members of the staff, Aleta Brownlee, Joe Moles and Ed Harold have been recalled to Cairo for special work in the Yugoslav refugee camps in the Middle East.

Tentative plans have been made with the Albanian Mission for the temporary assignment of the substantial number of the welfare staff for work in Albania pending the beginning of relief operations in Yugoslavia.

3. Albanian Welfare Division

At the request of the commander of ML a plan of operation for the Welfare Division was submitted and approved. This plan calls for the reorganization

of the Mission based on the ten prefectures of Albania. The following welfare personnel will be required: -

- 1 Director of Welfare
- 1 Administrative Assistant
- 2 Welfare Specialists
- 2 District Welfare Officers
- 10 Field Welfare Officers

In addition there will be needed relief and refugee voluntary Society units, the actual number to be determined at a later date.

During the month the Welfare Division in conjunction with the principal medical officer conducted a course of final pre-entry training for the Voluntary Society units which included the checking of all items of equipment.

4. Voluntary Societies

The return of the Greek Voluntary Society units to Cairo after spending one night on board ship and the continued waiting period for the Yugoslav units has created a serious problem of morale. To provide some outlet for the time of the workers during the waiting period assignments have been made to the refugee camps, lecture courses have been arranged, language courses organized, placements made in the different Divisions of UNRRA headquarters. Every effort is being exerted and every possibility is being explored to keep the Voluntary Society workers constructively occupied but it is beginning to be increasingly difficult to find enough work to go around. Furthermore these are all regarded as stop gaps and in no sense as an adequate substitute for work in the Balkans.

On December 23, Brigadier Armitage, Chairman of the C.O.B.S.R.A. Balkan Regional Committee, wrote to Brigadier King of ML as follows:

"Approximately 35% of the members forming the Voluntary Societies Teams destined for GREECE came out to EGYPT in or before February 1944. Their contracts in a great number of cases, are for one year's service with their particular society. According to the present regulations, I shall shortly have to submit to Movements, GHQ., MEF., a forecast of numbers of those returning to U.K. in February and requiring sea passages. From enquiries I have made it would seem that unless there appears to be a good chance of early employment in Relief work in any of the Balkan countries, about one third of those members due for repatriation will not be prepared to renew their contracts;

At present need of trained teams for relief workers in N.W. Europe is very great. The London HQ. of Voluntary Societies view with some dismay the number of their members who are at present unemployed in EGYPT. HQ., Civil Affairs have, therefore been officially approached and I understand a date may be shortly fixed after which all Voluntary Society members is still standing by in EGYPT may be withdrawn to ENGLAND where their services can be used at once in other parts of EUROPE.

From these two factors you will see that unless M.L. (GREECE) are in a position to call forward Voluntary Society Teams for Greece at an early date they may well find:-

- a) Every team earmarked for GREECE may have been officially withdrawn from EGYPT because their services are urgently required elsewhere, OR
- b) By the personal decisions of individual members existing teams may be reduced by about 12% including the majority of leaders and key personnel.

This will necessitate a complete re-organization of teams and probably reduction in their number.

I would emphasize that, at the moment, in spite of ten months delay, these Voluntary Society teams destined for GREECE are still most anxious and keen to go there, provided they can do so at an early date.

They have in many cases, had the experience of working through the height of a London blitz or in BRISTOL, COVENTRY and other bombed centres, and are quite prepared to accept any risks that may await them in GREECE, as soon as the situation there allows you to take your responsibility in calling them forward.

I should be most grateful, therefore, if you would send me by wireless signal if possible, some early information to show your future policy regarding the calling forward and employment of these Voluntary Society teams destined for GREECE, before I am compelled to submit my demand in the first week in January for the allocation of passages to the U.K. in February, 1945.

I will conclude by assuring you that this letter is in no sense sent to embarrass you at a very anxious period in ATHENS but rather to put certain facts before you that I feel you should know, when you later on have to make certain decisions of priority of calling forward personnel and equipment".

Since the above letter was written a signal has been received from the military authorities indicating that the Voluntary Society units destined for Greece will in all likelihood soon be moving forward. On the basis of this signal Brigadier Armitage has written to Brigadier King cancelling his letter of 23 December; also that all personnel are now willing to go into Greece and have accordingly requested their contracts be renewed.

5. Refugee Camps

Progress has been made during the month in adding to the welfare staff in the refugee camps.

The following appointments have been made:

El Shatt: UNRRA Budget Line

Joe Moles - Chief Welfare Officer
A.A. Medved - Assistant Chief Welfare Officer

Voluntary Society Personnel

W. Lyon - Congregational Christian Service Committee
Mrs. A. Arnott - Catholic Committee for Relief Abroad
Miss M. Gospodaric - National Catholic Welfare Council
Miss R. Drobnic - National Catholic Welfare Council

Camps Division Headquarters:

UNRRA Budget Line:

Paul Unger
Harold S. Jacoby
Lee C. Poole
James E. Daly

Voluntary Society Personnel

P. Skorneck - American Joint Jewish Distribution Committee
M. Laub - American Joint Jewish Distribution Committee

/s/

HARRY GREENSTEIN
Director of Welfare Division
BALKAN Mission

Cairo, Egypt
2 January, 1945

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