

Strictly Confidential - Vol I

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FILE S-1308-0000-0164
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COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD

Report on MEDICAL AND PUBLIC HEALTH Units

I. Preface

(1) It is suggested that the basic organisation of medical and health services in any given area of relief administration should be on the following lines:

- A. A medical officer in charge of all services in the area. This officer would be the first in the field; would make the preliminary survey and would call for units as required by needs.
- B. A small central group of specialists and technical units, (a) surgeons, consultant physicians, anaesthetists, dental surgeons; possibly masseuses and qualified teachers of remedial exercises; (b) X-ray unit; (c) pathological lab. unit; (d) dispensary. These specialists and units should be fully mobile, and based at a central point under the direct control of the medical officer in charge of the area.
- C. Static hospitals as required, drawing on specialist services provided for under B.
- D. A group of medical officers, S.R. nurses and auxiliary nurses for travelling clinic work (diagnosis, epidemic control, general ailments, maternity and child welfare), and typhus disinfection unit. This group would furnish travelling clinic teams as required. It would be under the control of the medical officer in charge of the area and would work in conjunction with or independently of the hospitals as need arose. All sections of it should be fully mobile and able to operate at a distance from base. They could work in close association with other semi- or non-medical services likely to be required concurrently (e.g. mobile bath and laundry, mobile canteen).

An organisation of this kind would appear to give the greatest flexibility and to be the most economical of personnel. It could be built up as required, not necessarily according to a pre-arranged sequence. It is assumed in the following estimates.

- (ii) The present report suggests (a) the type of work to be done by the units envisaged, (b) the minimum staff required for each unit, (c) possibilities of grouping units and securing interchangeability of personnel.

The whole staff required has been estimated for each type of unit, irrespective of whether some sections of it could be recruited locally. Where local recruitment seems to be clearly preferable, this is indicated. It is recognised that circumstances may sometimes make it possible to recruit almost the whole of any unit locally, if qualified personnel are available, and that the 'imported' staff might be limited to one or two officers in charge. This qualification is to be borne in mind throughout.

In general it is strongly urged that during the first emergency period of relief the correct policy will be to
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rely on small, compact and well-balanced teams of workers with flexibility and resource, rather than upon elaborately specialised units in which the efficiency of the whole is destroyed by the failure of a part.

II

- (iii) Definition of Terms Used. The following terms have been used as stated:

<u>Matron</u>	for head of the nursing staff of any self-contained hospital unit: full professional qualifications.
<u>S.R. Nurse</u> (or foreign equivalent)	for all fully qualified nurses whether sisters, staff, senior or junior nurses. Foreign equivalent qualification in the case of non-British nurses.
<u>Auxiliary Nurse</u> (or nursing orderly)	for any nursing assistant, with less than full professional qualifications. Includes V.A.D.s, nursing aides, probationer nurses.

The term "Commandant" has not been used as it is liable to misinterpretation. 'Lay administrator' could be used, instead. It is suggested that the term 'camp commandant' is open to the same objection and that 'camp chief' may be preferable.

- (iv) The estimates are listed as under:

1. 40 bed hospital,
2. 200-bed hospital,
3. Group of 5 40-bed hospitals under central direction,
4. Mobile surgical unit,
5. Mobile X-ray, pathological lab. and dispensary units,
6. Mobile clinic teams,
7. Maternity home,
8. Typhus disinfection unit,
9. Maintenance services for area staff.

II. Estimates/

II. ESTIMATES

Estimate I. Self-contained 40-bed hospital.

It is assumed that this hospital would serve a small town or rural area, possibly with out-patient department, and that it would be not a mobile field hospital, but semi-permanent housed wholly or mainly in buildings, not tents.

Suggested minimum staff:

Total medical, nursing and administrative staff:	13-16
Total domestic	4 plus
	<u>TOTAL 17-20 plus</u>
Medical Officer	1
Matron	1
S.R. nurses (or foreign equivalent) ...	2 (plus 1 S.R. nurse if Out-Patients Dept).
Auxiliary nurses or nursing orderlies	4 (plus 2 if Out-Patients Dept).
Secretary-Quartermaster and storekeeper ...	1
Cook	1
Assistant Cooks ...	2 (plus local kitchen help)
Sanitary Orderlies ...	2
Domestic workers ...	3
	<u>TOTAL 17-20 plus</u>

It is assumed that all members of the above staff except domestic workers, one sanitary orderly and additional kitchen help would be imported.

Services to be provided by mobile units visiting a group of hospitals in a given area - surgical work, X-ray, Path. lab, dispensary.

Estimate 2. Self-contained 200-bed Hospital.

It is assumed that this hospital would serve a medium sized town or large and populous rural area or group of refugee camps; and that it would be semi-permanent and housed wholly or mainly in buildings, not tents.

Suggested minimum staff:

Total medical, technical, nursing and administrative:	45
Domestic	17
	<u>TOTAL 62</u>
Chief Medical Officer	1
Assistant " "	2
Matron	1
Assistant matron ...	1
Night superintendant ...	1
S.R. nurses	10
Auxiliary nurses or nursing orderlies ...	22
Masseuse	1
Dispensers	2 (plus unskilled local assistants)
Quartermaster	1
Clerks	2
Welfare Officer	1
Cooks	2
Assistant cooks and kitchen hands ...	5
Domestic workers ...	10
	<u>62</u>

It/

It is assumed that all personnel except kitchen hands, domestic workers, and dispenser assistants will be imported.

The estimate includes provision for staffing of out-patient Department.

Stress is laid on the inclusion of a welfare officer, whose duties would correspond roughly with those of the trained almoner in British hospitals. This officer should be a national of the country if a suitable and adequately qualified person is available.

Services to be provided by mobile units visiting a group of hospitals in a given area: Surgical work, X-ray, Path.lab.

Estimate 3. Group of 5 40-bed hospital units under central direction.

Suggested Minimum Staff

Medical, technical and administrative staff	
as for 200 bed hospital	10
Nursing and domestic staff, as for 40-bed	
hospital X 5	30 - 45
Domestic	30
	<u>70 - 85</u>

Other services as for 200-bed hospital.

Estimate 4. Mobile Surgical Unit.

- (a) Where communications between hospitals and the area they serve are fairly easy, and it is possible to equip hospitals (or one of them) for theatre work, the mobile team at the area base can consist of:

Surgeon	1
Anaesthetist	1
S.R.Nurse	
(theatre)	1

- (b) Where conditions are more difficult (bad communications, much emergency work amongst refugees etc.) it may be desirable to form a larger and more fully self-contained surgical unit, equipped with theatre truck and accessories. The following estimate is based on current work of Friends Ambulance Unit in China. It can function anywhere and move with the need.

Surgeons	2
S.R.Nurses	2
Lab. dispenser	1
Administrator	1
Quartermaster	1
X-ray and mechanic	1
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This unit can move, if necessary, in 2 three-ton Army trucks, carrying with it complete surgical and X-ray equipment and accessories.

Estimate 5. Path.Lab, Dispensary, X-Ray.

(a) Path. Lab.

Bacteriologist	1
Assistants	2
Driver	1

Semi-skilled assistants trained in slide preparation and examination as required.

(b) Dispensary

Dispensers	2
Assistant and driver	1

(c) X-Ray.

No detailed estimate submitted.

Estimate 6. Mobile Clinic Teams.

It is assumed that these teams would be so far as possible interchangeable. They would operate over fairly wide areas, either paying regular periodical visits (in the case of general ailments and maternity and child welfare) or as special emergencies arose (in the case of diagnosis and epidemic control teams).

Their medical and nursing staff might be partly supplied from hospitals (estimate of 3 medical officers for 200-bed hospital allows for some outside work). The extent to which this would be possible will depend on circumstances and it is suggested that, in principle, provision should be made for a separate medical and nursing staff for mobile clinic work based centrally, as indicated above (Section I, B. of report). This seems essential in any area where the only means of bringing medical services to scattered and distressed groups is by travelling teams.

The following estimates show the suggested personnel for each type of mobile team when in actual operation. The total personnel required would only approximate to the sum of the separate estimates if all teams had to be in operation simultaneously. The required total will therefore vary between the figure for a single team and the sum of the estimates according to the degree of intensity and urgency of the needs to be met.

(a) Diagnosis Team

Medical Officer	1
S.R. Nurse	1
Auxiliary nurse or nursing orderly	1
Driver and general helper	1

(b) Epidemic Control team

S.R. nurse	1
Auxiliary nurse or nursing orderly	1
Driver and general helper	1

Estimate 6. Mobile Clinic Teams (Cont.)

(c) General Ailments Team

Medical Officer	1
S.R. nurse	1
Auxiliary nurse or nursing orderly	1
Driver and general helper	1

Team could go out without M.O. when handling minor ailments only.

(d) Maternity and Child Welfare Team

Medical Officer	1
S.R. nurse (C.M.B.)	1
Auxiliary nurse	1
Driver	1

Notes.

- (i) It is recommended that all S.R. nurses should have C.M.B. qualification, and also, if possible, experience of district nursing type.
- (ii) Welfare Officer(s) It is much to be desired that travelling clinic teams should be able to offer simple welfare services (advice and information, liaison with authorities and relief workers at district administrative centres etc.) This may be achieved by training the drivers in the elements of such work. When a group of travelling clinic teams is operating from a base headquarters it is suggested that a special welfare officer should be attached to the group, possibly by arrangement with other non-medical relief agencies operating in the same area. This officer should be a national of the country if a suitable and adequately qualified person is available.
- (iii) Organisation of a group of clinic teams. To provide clinic services as listed above simultaneously (one team for each service) the following minimum staff would be required -

Medical Officers	2
S.R. nurses (with C.M.B.)	4
Auxiliary nurses or nursing orderlies	4
Drivers	4

This estimate makes no provision for time off or illness. The number of drivers would depend on whether the medical and nursing staff were skilled drivers of large vehicles; but separate drivers are desirable (see note on Welfare Officer above).

A group of clinic teams would be built up as required, and might eventually form part of a still larger group including mobile bath and laundry, typhus disinfection (see below), mobile canteen unit etc.

Estimate 7. Maternity Home.

It is recommended that maternity homes should be as small as possible. Suggested desirable maximum - 30 beds, for which minimum staff should be:-

Matron-housekeeper	1
Midwives	3
Auxiliary nurses, up to	10
Cook	1
Domestic workers	3

For maternity and child welfare clinics, see Estimate 6(d) above.

Estimate 8. Typhus Disinfestation Unit.

Suggested staff:

Worker in charge	1
Other workers	5

All fully trained in disinfestation of premises, materials and persons; all drivers; and all capable of acting as squad leaders of unskilled personnel.

Estimate 9. Maintenance Services for Area Staff.

Where a central area group of mobile specialist technical and clinic services has been established it will probably be necessary to provide separately for its general maintenance. Isolated mobile teams would make their own arrangements, possibly basing themselves on one of the hospitals or other static relief units able to maintain them whilst at base.

Suggested maintenance personnel.

Quartermaster-Secretary	1
Clerk	1 plus local help
Cook	1 (possibly local)
kitchen and domestic assistants	Local, as required
Motor mechanic	1 or more according to number of vehicles operating from base.

APPENDIX TO REPORT ON MEDICAL AND PUBLIC HEALTH UNITS.Modified Plan suggested by British Red Cross Society.

The following modifications have been suggested since the report was compiled.

1. Area organisation (see 1. "Preface" in main report)

- A. Small headquarters staff (chief administrator, base hospital matron, superintendant Public Health nurse, representative of voluntary societies supplying personnel)
- B. Base hospital, 200 beds, for whole area.
- C. Mobile medical units, for handling epidemic control, disinfestation and baths, ambulance work, and urgent food, clothing and general welfare needs. These units proceed to establish D (below)

D/

D. Public Health Nursing units and clinics, serving sub-areas. The mobile units, having established the Public Health Nursing units, transfer to a new main area and repeat the process.

E. Local 40-bed hospitals, established as required, and under supervision of Matron of Base Hospital.

2. Nursing Staffs.

200-bed hospital (see Estimate 2 in main report and suggested Base Hospital scheme, above).

It is suggested that the estimates of staff are too low for continuous efficient working; and the following revision is proposed (Estimate 2, figures repeated in right hand column for comparison).

	<u>New figures</u>	<u>(Estimate 2 figures)</u>
Matron	1	1
Assistant Matron	1	1
Night superintendant	1	1
S.R.Nurses	23	10
Auxiliary nurses	41	22
Massouses	2	1
Dispensers	2	1
Quartermaster	1	1
Clerks	3	2
Welfare Officer	1	1
Records officer	1	-
Cooks	2	2
Asst.cooks and kitchen hands	4	5
Laundresses	2	-
Domestic workers	16	10
	<u>101</u>	<u>59</u>

The above revised estimate assumes 5 sets of wards (surgical 60 beds, medical 40, children 40, maternity 20, fever 40).

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Sub-Working Party B.
2. Food and Clothing

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD

Report on FOOD AND CLOTHING UNITS.

I. Preface

- (i) It is assumed in the following estimates that in any area where food distribution has to be carried out on a large scale there will be an area food controller, under whom there will be an officer in charge of distribution of dry rations and an officer in charge of communal kitchens. The latter should be a person with practical experience of the management of mass-catering.

- (ii) The present report suggests (a) the type of work to be done by the units envisaged, (b) the minimum staff for each unit, (c) some general considerations.

The estimates of staff are in all cases for the 'imported' relief units of key workers. For several types of work additional local help will be required (kitchen hands, servers, food and clothing depot hands etc.) The numbers of their additional workers have not been estimated exactly in all cases, since they will vary according to local circumstances, customs etc. The estimates for key workers have been kept to a minimum, and could not be further reduced without loss of efficiency. They do not include provision for illness and rest periods; some reserve staff would be needed after the first teams of key workers had been in the field under heavy strain for several months.

- (iii) Estimates have been considered for the following types of food and clothing units:-

- Estimate 1. Static communal kitchens.
" 2. Mobile feeding columns,
" 3. Mobile canteens.
" 4. Distribution of dry rations, centrally and
over an area.
" 5. Distribution of clothes and clothing materials
materials from central store.

- (iv) Definition of terms used.

- "Kitchen Manager" - the person in charge of a kitchen, normally an experienced caterer and cook.
"Kitchen helps" - anyone employed in manual work in and for a kitchen, who cannot be ranked as a cook or assistant cook. Includes porters, handymen.

Other terms are self-explanatory.

II. ESTIMATES/

II. ESTIMATES

Estimate 1. Static Communal Kitchens.

(a) to serve 500 - 1000 persons twice daily.

Suggested minimum staff:

Kitchen manager	1
Cooks	2) plus local labour
Assistant cooks	2) as required.

(b) For numbers over 1000 add 1 assistant cook per 500 additional persons served.

Local help - basic estimate is 1 worker per 50 meals served in excess of 100. For 1000 meals 8 local helps, including kitchen helps and servers.

The following recommendations are made:

1. Supervising Dietician. In any area with numbers of communal kitchens the area staff should include an experienced dietician, who can secure the best nutritional use of the foodstuffs available. This officer should have practical experience of catering under emergency conditions, and of the problems of malnutrition, and should be well acquainted with the country.
2. Storekeeper. The above staff is regarded as adequate during the first emergency period when only a limited range of simple foodstuffs is being used. It is to be hoped that as soon as possible the range will be extended, in order to counteract positively the prevailing malnutrition. When it is extended, the estimated staff should include 1 storekeeper.
3. Size of kitchens. The kitchen most economical in personnel and other ways is one serving 1500-2000 persons daily. Much larger numbers (e.g. 5000) can be served temporarily on an emergency basis with simple stews, etc; but a permanent kitchen to serve 5000 should only be established where modern large scale equipment is installed. Where this is not available, a kitchen to serve 5000 requires an unduly large staff. It is preferable to establish two or more smaller kitchens.

Estimate 2. Mobile Feeding Column.

A self-contained mobile feeding column, capable of producing 3-5000 cooked meals every 4 hours, requires 12 vehicles and a crew of 24-30 persons.

If available in a relief area such columns would no doubt be of great service occasionally. It is difficult to judge whether such occasions are likely to arise often enough to justify the relatively high cost in personnel and vehicles. Mobile columns are of distinctive value either for feeding a large body of people on the march, or for the temporary feeding of a static population in a sudden emergency. When the need is to relieve permanently a chronic situation, and the delay of a few hours in the commencement of feeding is not vital, the mobile column may be somewhat of a luxury. Its personnel and equipment seem somewhat out of line with the minimum scale recommended/

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recommended for other types of relief unit likely to be in more continuous use. If this minimum were exceeded in this one instance, consideration should also be given to the desirability of increasing the staffs of food relief units of other types, in order to provide some reserve against sickness and over-strain.

Estimate 3. Mobile Canteens operating from a static base.

Canteens equipped with insulated containers would be of value for supplying cooked meals to small villages and hamlets, pending the establishment of a dry-ration issue, or to outlying parts of a town pending the establishment of subsidiary communal kitchens. They would operate from a central static kitchen, the staff of which would be as in Estimate 1.

Minimum Staff for canteen:

Driver	1 plus local help
Server	1 if required.

It is emphasised that this type of service is uneconomical in personnel and transport, if used for permanent work.

Estimate 4. Distribution of Dry Rations.

As soon as a local food situation has been brought under control, it will usually be found better to issue dry rations for the population to cook in their own homes. In small villages where a communal kitchen would not be economic, this may be the only practicable method. Where, however, food relief has to be limited to selected sections of the population, and it is necessary to make sure that only those sections actually get it, it may be impossible to follow this method.

Suggested minimum staff for central depot.

Officer in charge	1
Assistant storekeeper	1 plus local help as required.

Suggested minimum staff per distribution lorry:

Workers	3
One worker at least should be a man,	
One worker at least should know the language,	
All should be able to drive if necessary.	

Estimate 5/

Estimate 5. Clothing Distribution

Two estimates are given.

(a) Suggested desirable Staff

	<u>To serve</u> <u>500 people</u>	<u>To serve</u> <u>5000 people</u>
Interviewers	1	5
Storekeepers	2	6
Checkers	1	2
Servers	4 (local)	20 (local)

Estimated time to issue clothes
to indicated number

4 days

7 days

Three units as for 5000 people could issue clothes to
25,000 people in a town in about 10 days.

This estimate allows for the entire control of the clothing
stocks, and for the keeping of the necessary records.

(b) A minimum staff, for emergency work over short periods only (based on Spanish Civil War experience).

To serve 200 people in 4 hours:

Servers 6
Checker 1

This estimate is included to show what can be done in a
sudden emergency, when it is necessary to complete dis-
tribution in the shortest possible time. It is not
recommended as the basis for a regular clothing unit.

Recommendations.

- (i) Clothing Code. It is suggested that a standard reference
code for articles of relief clothing, similar to that used
by U.V.S. might well be adopted. It would simplify stock-
keeping and ordering and would be of value if there were
transfers of staff from one distribution centre to another.
- (ii) Clothing Materials. It is strongly urged that, in
principle, clothing materials should be issued instead of
finished garments, especially in rural areas where the
women are accustomed to spin and weave and to make clothes
for their families. Finished garments should so far as
possible be issued only as a temporary measure, in order to
enable people to go to work, and to tide them over until
they can make up clothing from materials.

III. GENERAL REMARKS

- (1) A food unit will often be the first relief unit to arrive
in isolated villages. It will find itself called upon to give
first-aid in meeting other needs than food. Clothes, other
supplies and medical attention may be asked for; it may be
necessary to take sick people to hospital on the return
journey. Experience in and after the Finnish campaign of
1939-40 showed the value of a general purposes van carrying
food, clothes and a doctor and nurse. Mobile food units of

all/

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all kinds should work in the closest cooperation with other mobile relief services; and at any rate in the first stage, before the organisation of relief has been fully developed, food, clothing and medical services will often have to be supplied simultaneously in remote areas. These considerations will have their bearing on the choice and the training of the first groups of relief workers to be sent abroad.

(2) Personal welfare services will have to be rendered by the mobile food units in the first stage; and it is desirable that members of the units should have some simple training in advice, information and record work. It has been found valuable in past relief work for one responsible headquarters officer to accompany the mobile units, interview the village authorities and possibly call a village meeting, and make out schedules of requirements both for the village as a whole and for individual families.

July 1943.

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Sub-Working Party B.
3. Displaced Persons.

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD.

Report on Units for CARE OF DISPLACED PERSONS.

1. Preface.

(i) The term "displaced persons" is taken to include all persons stranded at a distance from their homes for reasons due to the war and in need of special relief and welfare services until they can be permanently resettled, either in their original home areas or elsewhere. Such persons may be "displaced" but still within their own national territories; but it is supposed for the most part these special relief and welfare services will be needed for groups of mixed nationality stranded in foreign territory.

It is strongly urged that all welfare services for these latter groups should be placed on as fully international a basis as possible, and that this principle should be observed in the choice of personnel for such services. Attention is drawn to the valuable aid that could be rendered by neutral workers, especially Swiss and Swedish. Single-nationality groups should as soon and as completely as possible be cared for by workers of the same nationality.

(ii) The following estimates give the minimum staff of key workers needed to organise the services dealt with, and to run them for a limited period. No provision has been made for reserves of key workers; even if serious illness did not occur, some assistance to the original teams would be needed after several months work under heavy pressure. In addition, semi- and unskilled help will be needed in most cases; it is considered that this should be recruited locally, and no numerical estimates of local workers are given, for reasons explained in the course of the report.

(iii) Some general considerations are raised in the concluding sections of the Report.

(iv) Estimates have been made for the following types of unit:-

1. (a) Staff for General Reception Camps,
- (b) " " " Semi-permanent Camps,
2. " " Camp for men and boys only, and for women and girls only,
3. " " Information and Advice Services,
4. " " Escorting travelling groups.

(v) Definition of terms.

- "Camp Chief" - the officer in charge of a camp
- "Camp welfare organiser" - the officer responsible for camp occupations (education, recreation, labour, etc.) the adjustment of camp difficulties; the formation of campers committees etc.
- "Secretary" - the officer in charge of clerical work and accounts.
- "Information Officer" - officer responsible for advising campers about personal problems and for recording their particulars.

- "Catering Officer" - Officer in charge of kitchen dept. including stores; should have practical experience in cooking for numbers, in addition to other qualifications.
- "Sanitary Officer" - Officer in charge of camp hygiene and cleansing of persons and clothes.

2. ESTIMATES

- Estimate 1(a) General Reception Camp.
- (b) General Semi-permanent Camp.

(a) is assumed to be a clearing-house type of camp through which people will pass as rapidly as possible either back into normal life or more probably into (b) a semi-permanent camp. The staffs estimated for (a) and (b) are nearly identical.

The estimates are based on camps for 1000 persons.

Suggested minimum staff.

	(a) <u>Reception</u> <u>Camp</u>	(b) <u>Semi-permanent</u> <u>Camp</u>
(i) Camp for <u>1000</u>		
Camp Chief (man)	1	As for (a)
Deputy Camp Chief (Woman)	1	"
Secretary	1 plus local clerks	"
Camp welfare officer	1	2
Information Officer	2 plus local clerks	1
Catering Officer	1 plus local cooks	As for (a)
Kitchen Supervisor	1	"
Sanitary Officer	1	"
S.R.Nurse	1 plus 1 local Aux. nurse	"
<u>Total staff</u>	<u>10 plus local help</u>	<u>10 plus local help</u>

(ii) Camp for 500

As for 1000, less 1 kitchen supervisor - total 9 plus local help.

(iii) Camp for 2000

As for 1000, adding
Reception Camp and (1 kitchen supervisor (2 in all)
Semi-permanent camp) 1 S.R. nurse (2 in all)
(1 Auxiliary nurse, local, (2 in all)

Semi-permanent camp only 1 camp welfare organiser (3 in all)

Total - Reception Camp 13 plus local help
Semi-permanent " 14 " " "

Recommendations.

- i. Boys under 7 or 8 years old should camp with women and girls.
- ii. Camps for grown men and boys together are not desirable, though shortage of staff and premises may make them necessary.

Estimate 3. Information Services.

Provision is made under Estimate 1 for 2 information officers in each reception camp and for 1 in each semi-permanent camp, together with local clerical assistance.

Displaced persons will need information and advice of two kinds (a) relating to personal matters that can be settled locally (b) relating to matters requiring investigation in other countries, such as their legal status, search for missing members of their families, and many other domestic and economic problems connected with their repatriation or resettlement. Two information officers are recommended for each reception camp, not only because the volume of work will be heavier there, but also because it is desirable that one officer should be able to concentrate mainly upon the enquiries involving long distance investigation and specialised knowledge.

Camp information officers will not be able to operate effectively unless supported by an outside service to which they can refer. It is suggested that in every relief area containing numbers of displaced people there should be at least 1 area information officer (with local office assistance) with whom the officers stationed in the camps can consult, and who can keep them supplied with necessary information and also maintain contact, on behalf of the area as a whole, with the various national and international authorities and agencies, both official and voluntary, whose help will have to be drawn upon.

As in the case of camp medical services (above, Estimate 1 note i) a group of adjacent camps might be served by a mobile team of 1 or 2 information officers who would then replace the officers in individual camps.

Note, Wireless Sets.

Although this section of the report deals with advice and information on personal matters, it is noted here that it is extremely desirable that every camp should have at least one wireless set. This may sometimes be the only means of obtaining news from the outer world. Its presence, and use under proper control, may be of vital importance to the maintenance of camp morale.

Estimate 4. Escorts for Travelling Groups.

No numerical estimate is submitted, since the numbers required depend too largely on varying local factors. It is merely noted that such escorts are likely to be needed both for bringing parties into camps and later on for taking them home.

3. GENERAL/

3. GENERAL REMARKS AND NOTES.

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- (i) It is strongly urged that displaced people should be prevented from trying to return home or resettle prematurely. The general disturbance of populations is likely to be so great that hasty attempts to return will produce extreme complications and will involve many innocent people apart from the displaced groups in great hardship. It is essential that displaced groups who have been gathered into semi-permanent camps, hostels, or billets should be induced to remain in them until they can be re-established on a sound and permanent footing. This may involve them in a long stay in their temporary quarters, and the relief organisation should take all possible measures to help them to make their stay not merely tolerable but of some constructive value.
- (ii) Attention is drawn to the present unhappy association of the word "camp" in continental Europe. Is it possible to agree upon a term, or terms, in English and other languages which would avoid these associations?

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Sub-Working Party B.
4. Care of Children

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD

Report on C A R E O F C H I L D R E N

1. Preface

- (i) It is recommended that special relief measures for the care of children should, as soon and as completely as possible, be entrusted to the approved child welfare organisations already established in liberated countries. The welfare of children is, to a greater degree than other forms of welfare, a task for the peoples of the liberated countries themselves. Several of the British voluntary societies specialising in this field of welfare have strong international affiliations, through which they hope to assist their counterpart organisations in the liberated countries. Some work may have to be done in the first stages by British organisations, at the direct request of the British military authorities, but the principle that child care should be entrusted to national child welfare organisations, with foreign assistance if required, should be adopted at the earliest possible date.
- (ii) It is assumed that three broad types of special provision will be needed; (a) reception stations where children can be cleaned and medically examined before being either sent to their homes or taken to more permanent institutions, (b) nursery hostels and camps for children who are not in need of hospital treatment, and who cannot, for the time being, be sent back to their own homes; (c) convalescent homes, sanatoria, and reception centres for children in need of semi-medical care. Children living with their parents or relatives will have various relief needs, such as special diets, clothing, and hospital treatment; the present report does not deal with these needs, since they would be met by the general relief measures taken for the population of any area as a whole.
- (iii) Estimates and comments are accordingly submitted as under:-
1. Reception and Clearing Centre,
 2. Hostels for children under 7.
 3. Hostels for children over 7.
 4. Convalescent homes and recuperative centres.
- (iv) Definition of terms in this report.
- | | |
|---------------------|---|
| "Matron" | - An S.R. Nurse or Registered Sick Children's Nurse (or foreign equivalent) in charge of an institution. |
| "Warden" | - The head of a hostel if not a S.R. nurse (or foreign equivalent). |
| "Nursery Nurse" | - A nurse holding diploma of a recognised nursery-training college or of the National Society of Children's Nurses (or foreign equivalent). |
| "Nursery Assistant" | - A person experienced in the nursery care of children, but without college training. |

Estimate 1. Reception and Clearing Centre.

This Centre would include a clinic and a number of separate wings into which children would be passed after medical examination and pending their transfer to hospital, convalescent home, nursery hostel etc. These wings would be for (a) general reception, (b) observation, (c) special diseases, (d) normal children. It is assumed that children would stay in the reception clearing centre for not less than three days.

The capacity of different centres would be adjusted to requirements, but it is considered that not more than 50 children should ever be housed together under one roof. If the Centre is to accommodate over 50 children at a time, its lay-out should be planned in separate blocks, each for 50 or fewer children.

Suggested minimum staff for Centre for 100 children.

1. Clinic	Medical Officer	1
	S.R. Nurse	1
	Auxiliary Nurse	1

2. Reception Centre		
	Matron	1
	S.R. Nurses (Senior)	2
	Nursery nurses	5
	Nursery Assistants	15

local domestic help as required.

- Notes
- (a) The S.R. Nurses should be thoroughly experienced senior nurses, capable of taking charge of special diseases wings.
 - (b) It is assumed that the Centre may have to receive a high proportion of infants and children under 6 or 7.

Estimate 2. Semi-permanent nursery hostel for children under 7 years.

Such hostels would take children in more or less normal health who had passed through the clearing centre. The upper age limit of 7 has been adopted in preference to 5 (the upper age limit for such institutions in Great Britain) as better adapted to the stages of psychological development.

It is recommended that the number of children in any one hostel should not exceed 40. The best results, combined with efficiency of working, have been obtained with hostels for 30-40 children.

Suggested minimum staff for hostel of 35 children.

Matron	1
Nursery nurses	3
Nursery Assistants	6

When the first stage of reception has passed, and the children are established and likely to remain some time, it will be desirable to include a qualified nursery teacher in the staff. This teacher may be the head of the hostel (Warden); in that case one other member of the staff should be an S.R. or S.R.C. nurse.

- 3 -

The ratio of staff to children (1 : 4) may appear high, but has been found during this war to be the lowest consistent with the children's health and happiness. A smaller staff than is estimated above can manage a hostel for 35 children during a short emergency, but cannot do so efficiently for any extended period.

Attention is drawn to the desirability of using the services of Allied nationals now in Great Britain with training and experience in this branch of welfare, including experience in British-run nursery hostels.

Estimate 3. Camps, Colonies or Hostels for children over 7.

Larger units are practicable than in the case of children under 7. The size, type of children to be dealt with and other factors will vary so widely in different cases that it does not seem useful to make general estimates of staff. It is recommended that the Warden in charge should be either a teacher or an experienced youth worker; and that the staff should always include an S.R.Nurse (or foreign equivalent).

Estimate 4. Convalescent Home.

Estimates are submitted for homes of 2 capacities - 50 and 100 children.

<u>Suggested minimum staff:</u>	<u>Homes for</u>	
	<u>50</u>	<u>100</u>
Matron	1	1
S.R.Nurse and aux. nurses	6	12
Kitchen and domestic (local)	8	16
Clerical worker	1	1

A Medical Officer should be available on call.

The above estimate refers to a general convalescent home, i.e. an adjunct to the hospital provision. There may also be a need for sanatoria, "preventoria", and recuperative homes for children suffering from or in the incipient stages of tuberculosis, deficiency diseases etc., or recovering from severe nervous strain. Expert opinion is divided as to the value of such institutions under the special conditions likely to be met with and no detailed estimates are submitted in this report. Further information is being collected by the Council for submission to the Medical Sub-Committee of the Inter-Allied Committee on Post-War Requirements.

Strictly
Confidential.

50/2
Sub-Working Party B.
5. Note on Agriculture

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD

Note on A G R I C U L T U R E

BUFFED

The Society of Friends is the only body which has contributed a comment under this heading, and no consolidated report is therefore presented. The note by the Society of Friends is, however, submitted for consideration by the Working Party as a statement of work done in previous relief periods.

Society of Friends.

WAREHOUSING AND DISTRIBUTION OF SEEDS, IMPLEMENTS, LIVESTOCK, VETERINARY WORK.

Since much in the way of agriculture relief depends on prevailing conditions, it is almost impossible to lay down any basic sizes of agricultural relief units. The size will vary according to such things as:-

1. The degree of devastation, and hence amount and kind of relief needed.
2. Type of country and agriculture. It is possible to use quite large tractor teams on the plains of Northern Europe, but in the Balkans, where mountainous country favours the use of horses, smaller units will have to be adopted.
3. Kind of operations to be carried out, largely depending on seasonal activities. It is conceivable that one unit could perform, for instance, ploughing and harvesting without altering the size.

However, although one cannot predict a specific size of unit, the experience of relief workers in the past doing certain work will be useful.

It has been suggested that an agriculturalist should be included in a team of expert investigators, which would proceed to the field immediately the opportunity arose; they would report on general conditions as soon as possible. The first relief parties would include more investigators who would explore general conditions, and on their advice departmental buyers and specialists would act.

Experience in France showed that the locality of distribution centres and warehouses depended on the source of supply, transport and local convenience. Buildings were rented as the need arose, and these were used as machine repair shops, and temporary stores for seeds, implements and livestock prior to distribution. In addition, they served as some of the centres for radiating groups of workers, who helped with operations in the neighbourhood (these will be dealt with later). The responsibility was taken by one or two Mission members, and any local labour was paid for in wages. It was found that the number of peasant employees used depended on their local needs and conditions. One warehouse will probably be sufficient for each "English county" area.

The village centres (or equipes) consisted of from 4-30 workers, who are responsible for work in the immediate locality. For such groups the size should not exceed 30 in one place; practical experience indicates that efficiency per head diminishes above this number. The large area which such numbers could cover would essentially mean a splitting up into scattered groups

for/

for economy in time and labour. The personal contact with peasants can only be fully gained by small operative groups living with them. Requirements of the equipes were sent in weekly to the central office and warehouse. The repair shops usually sent out 2-3 men to do repairs in the neighbourhood.

A general equipe might consist of

- 1 village nurse,
- 2 relief investigators,
- 4 agricultural workers
- 1 veterinary surgeon,
- 1 doctor,
- 1 housekeeper.

Domestic help would probably be recruited locally. In addition, there could be similar mobile units, with cars, caravans, etc. and also mobile repair shops with 4 or 5 workers attached to each.

In Austria, the chief need was different from France, and arose out of the severely depleted cattle population. This group of workers was responsible for the importing of several hundred livestock into Austria from other European countries and the U.S.A. The staff consisted of a semi-expert agriculturalist, a secretary and "Second agriculturalist" (these two dealt with enquiries and arrangements in Austria, of an administrative nature, whereas the Head was responsible for the arrangements in the country of origin). There were also two assistant agriculturalists.

The situation in Poland again provided different problems. A general warehouse in Warsaw dealt with all goods going into the country for relief purposes, and the agricultural section was under the charge of two Mission workers. These employed a local man and women as assistants, and 3 or 4 extra employees. Goods were then distributed to 5 centres, all of which were about 12 hours train journey away; barns were used as distributing centres when available, but in some cases, distributions (of machinery etc.) were done from railway sidings. At the centres, 2 or 3 Friends were in charge (one of them an agriculturalist), as well as one or two local employees, and requisitions were sent to the Warsaw warehouse after general policy etc. had been laid down. Strict business methods in the running of the warehouse were called for.

Distributions were usually done in close contact with the local headman or authoritative body. Seeds were sometimes packed at the warehouse, but more often were sent in bulk for rough and ready distribution at the centres. Livestock distributions usually took place from the wagons in which the animals were transported.

A feature of the Polish relief work is found in the ploughing columns. These consisted of 20-24 horses grouped into teams, under the charge of a Mission worker, and an experienced "horse controller" and were loaned out (a horse and plough at a time) to distressed families. The Mission worker was in charge of the administration etc., whilst the horse controller looked after the horses. Although no Friends' Relief Mission had its own veterinary service, the Polish Horse controllers were in many cases experienced Russian cavalry officers, with some veterinary knowledge. In Austria, the services of the State were used; these were, apparently, very efficient.

In a country like Poland, where there are hard winters, operations such as ploughing must be done in a comparatively short time, and therefore the work must be widespread. This calls for small, scattered units, working in different districts. Ploughing was done by horse and tractor; ploughing units of 4 or 5 were used in both cases.

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD

Report on INFORMATION AND ADVICE SERVICES
AND A.R.P. WELFARE SERVICES.

I. Information and Advice Services.

1. Preface.

This report deals with services for the individual citizen. It is not concerned with the staff or machinery for making general announcements to the population as a whole.

In any area where large-scale relief operations have been started, or where there is much uncertainty and disorganisation of normal life, there is likely to be an immediate need for (a) information centres, (b) advice bureaux. In practice these two services may often shade into one another, and may often be best provided by a single agency, but they are distinct in principle. The giving of simple information about the various administrative and relief services is a function for which the authority in control of the area should normally be responsible. The giving of advice to individuals on their personal anxieties and difficulties is a function best performed by a non-official welfare agency working in close touch with but independently of the public authority.

A voluntary advice service, if responsibly managed, can be of great assistance in relieving tension, removing misunderstandings, and saving the time of the specialised administrative and welfare agencies.

2. General Recommendations.

(i) Area Organisation. Information centres will normally deal with matters about which the necessary data are obtainable locally and the controlling authority can establish them wherever it has staff and the premises available. An advice service, on the other hand, deals with matters which may involve enquiries at distant points, and reference to central authorities, or the headquarters of voluntary welfare agencies. Local advice bureaux therefore require to be linked together by a central expert staff, which can secure a uniform type and standard of service, supply local workers with information not available on the spot, and if necessary handle questions involving distant reference.

It is therefore recommended that a small central team of experts should be called in as the first step towards the establishment of an advice service in any relief area where this is likely to be needed. The size of the team will depend on local conditions; it might vary from 2 to 8 or 10. One of its main tasks would be to arrange for the recruitment and training of qualified local personnel to take its place.

(ii) Representative Committees. It is recommended that both the area and local advice services should be controlled, as soon as possible, by voluntary committees on which the local welfare authorities, voluntary organisations, churches and other bodies representing important community interests are represented. The difficulty of forming such committees is not overlooked; and it may sometimes be necessary to start the local advice service on a narrower basis and to leave the formation of the representative committee until a later stage. But an advice service is only effective if it is trusted by those who use it, and by the public and private welfare agencies whose help it seeks; and in the long run both groups

will/

will only trust it if they feel that they are responsible for its success. Any advice service forming part of relief operations should be based on this principle.

(iii) International Services. A proportion of the enquiries brought to local advice bureaux, and nearly all enquiries arising in camps etc. for displaced groups, will involve investigation in other countries; e.g. especially enquiries for missing relatives, or about matters connected with repatriation. It is assumed that some form of international machinery will be developed to handle such enquiries, and that the existing organisation of the International Red Cross and national Red Cross Societies will furnish the basis for it. The International Red Cross should be able to handle all long-range enquiries for missing persons. In the case of the Jewish community, however, supplementary methods of search may be necessary, owing to the destruction of records, and the Jewish welfare agencies may wish to take some special part in this work.

(iv) The Air Raid Administrative Centre. Attention is drawn to this type of centre combining information, advice and emergency welfare services, both statutory and voluntary (payments, billeting, repairs, clothing etc.) which has been developed in this country by the Ministry of Health and local authorities. It can deal rapidly with the urgent needs of the distressed population, which is spared journeys to and waits at a number of different offices. The physical grouping of all services in one centre is not always practicable or necessary; the basic principle is close coordination of services, and the establishment of a central point where the citizen can find out what services are available, where they are, and how he should present his case. The following Estimate 1 covers the information and advice section of an administrative centre. If other services (as indicated above) are grouped in the same building, so as to form a complete "administrative centre", staff would be added as required, but would be provided by the authority responsible in each case, and would not form part of the information and advice team.

3. Estimates for local information and advice services:

Estimate 1.(1) Combined Information and Advice Centre for a town of 25,000 inhabitants.

This estimate assumes conditions of severe distress, e.g. following air attack, in which large numbers of people need assistance:

Officer in charge	1	
Deputy officer "	1	
Reception Officers	3	(of whom 2 local)
Interviewers	6	(" 5 ")
Records clerks	4	(" 3 ")
Messengers	6	(local)
Telephonists	2	(")
Lost relatives enquiry officer	1	(with local help)

One interviewer in the above unit should be a trained social welfare worker qualified to deal with complex cases needing thorough investigation.

Estimate 2. Mobile team visiting scattered areas:

Officer in charge	1
Records clerk	1
Interviewers	3 (local)

II. Air Raid Welfare Services

4. Rest Centre for people made homeless.

It is assumed that rest centres would only be established as necessary in the light of circumstances, and that in areas of small and scattered population no permanent arrangements could be made in advance of the need.

Estimates are submitted for (1) unit to man a single rest centre of average capacity (2) unit to man rest centres for a medium sized town, (3) mobile teams. (4) medical aid post.

Estimate 3. Rest Centre for town of 1000 population

Suggested minimum staff

Supervisor	1
Welfare officer	1
Auxiliary nurse	1
General assistants	3 (local)

Estimate 4. Rest Centre unit for town of 25,000 population.

Controller	1
Supervisors	8
Welfare officers	8
Auxiliary nurses	8
Women organisers	8
General assistants	48 (local as far as possible)
Carotakers	8 (" ")

Note: Carotakers needed only if permanent sites are chosen.

Estimate 5. Mobile teams

In an area subjected to widespread and continuing air attack, it will be valuable to have "relief teams" which can open new centres in an emergency, help staffs of existing centres when overworked or reduced by casualties, and supply certain special services such as quartermastering, billeting, emergency feeding, first aid repairs, reception and administrative centre (see 2 (iv) above). Teams should consist of 10 or multiples of 10 and members should have broad general training and experience and some of the team should be specialists in the types of work indicated.

Estimate 6. Medical Aid Post

Suggested staff per 1000 persons cared for in rest centres

S.R.Nurse	1
Auxiliary nurses	2

General/

General Note.

Any scheme for the care of people made homeless by air raids should be extremely flexible. The staffs suggested above should be available to work either in a target area itself or in the 'cushion zone' surrounding it. Homeless people may trek out, or have to be officially removed, from a town to surrounding villages, in which case an elaborate provision of rest centres in the town itself may be little used, while alternative arrangements in the surrounding area are under heavy pressure.

5. Air Raid Shelter Supervision

Estimate 7. Shelter Control Unit for town of 25,000 population.

A shelter control unit to be drawn in as required seems the most practical basis of provision for varying needs which cannot be gauged in advance.

Suggested Staff

Shelter officer	1
Deputy "	1
Shelter wardens (M)	5
" " (F)	3

together with local part time helpers for individual shelters as required.

Estimate 8. Suggested staff for a shelter of 500 capacity

Warden (M)	full time	1 (local)
" (F)	"	1 (")
" (M)	Part time	2 (")
" (F)	"	1 or 2 (")

Estimate 9. Medical Aid Post on same basis as for Estimate 6 above.

6. A.R.P. Control

No estimates are submitted since it is assumed that this service would not be under voluntary control. Requirements in personnel can only be estimated with accuracy by the Government Departments concerned.

Welfare Division - Voluntary Societies Policy Balkans - Vol I

PLEASE RETAIN
ORIGINAL ORDER

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TO:- CENTRAL REGISTRY

FILE TRANSIT SLIP

FILE NO. _____

MR. ROSEMAN *AR*
MR. BARRETT BROWN *WBS.*
COL. ROSS
MR. BROWNBRIDGE

*Suggest Col. Ross, Barrett
Brown & Brownbridge agree
as to policy etc. and then
we should be glad to get
into questions of finance
and accounting* *Revenue*

Camp Operations

I am in favour of the co-ordination of Voluntary Agency Welfare effort through the medium of the Cairo Council Committee C, but direction and Administration, particularly of donated monies, must rest with the Finance and Welfare Sections of the UNRRA Administration, who cover, of course, the wider Welfare and Finance ground.

The senior representative on the Committee of the donating Society may be kept informed, so that if thought fit, he can informally report back; but except where this representative carries weight with his Society, consultation with him may hardly be worth while and in any event may be completely disproportionate.

There are many instances, of course, where the donating Society is not represented here at all; and others where the Committee C need not be brought in, e.g. London Lord Mayor's Fund which is administered by a special Committee and out of which we are building a caïque. Nor must we substitute Committee C for the authority and co-operation of the Camp Commandants working to the Camp Operations Section. In this connection see method adopted for the distribution of the £10000 received from Baroness Ravensdale.

UNRRA as such must be bailee for all gifts whether in money or kind and responsible for all formal reports back to the donating Societies. In the administration of these gifts Camp Administrators must be brought into the picture and they in turn must bring in their local Welfare advisers. Within these limits Committee C can be fitted in for consultation and advice. The question in any case whether on a need arising that need should be met from UNRRA funds or on the basis of request to the Voluntary Agencies must in the ultimate be determined by the UNRRA Finance Section. Where the gift is made spontaneously the question of its best disposition and use is in the first place for the UNRRA Welfare Section who will as appropriate take Committee C in consultation without prejudice, of course, to their responsibilities to the Camp operations and the Camp Administrators.

Baillie
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U. S. A.

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M E M O R A N D U M

1. This mission is under pressure from the Palestine Jewish Relief Council which is supported by the Jewish Agency to call forward units for work under UNRRA in the first stage of Balkan relief.
2. The Cairo Council of Voluntary Societies has for some months made a provisional allocation of the request from the military authorities for 60 personnel to come from Palestine, who are now undergoing thorough training in Palestine for this work in the hope of being made use of.
3. MERRA was negotiating with the Foreign Office on conditions of service and on the appropriateness of using a body on relief work with such close connexions with political aims.
4. The Foreign Office had indicated that these Palestine units could not be dealt with on the same basis as other British units furnished by denominational societies and should only be used, if at all, in un-denominational mixed units.
5. UNRRA must now determine its policy and personnel must either soon be called forward officially from Palestine or not at all.
6. Unless UNRRA makes use of the large potential reserve of skilled personnel in Palestine and asks for some complete units from the Palestine Council, UNRRA will have difficulty in obtaining the skilled individual personnel required for Balkan units and for current refugee camps.
7. It would not be advisable to change the policy for all voluntary societies of using complete units where possible solely in order to meet the problem of Jewish units.
8. Use of all voluntary society units and personnel in the Balkans will be subject to military control and to conditions of service for work under UNRRA prohibiting any propaganda activities.
9. Political activities may be started by organisations with political, not solely religious, aims and in this case any such units will have to be removed immediately from the territories concerned.
10. The Palestine Council has stressed its desire not to be used only for Jewish relief.
11. Tito's representatives here have already approached the Palestine Council for assistance in the refugee camps and later in the Balkans.
12. It is now necessary for the military authorities to consider, in the light of the great need for the type of personnel available in Palestine and in consultation with the governments of the territories concerned, the advisability of using such units.

13. For information the following documents are attached.

- /44* 1) Note by Chairman of Personnel Committee of Cairo Council of Voluntary Societies dated January 21st., 1944.
- /45* 2) Telegram for Foreign Office to Office of the Minister Resident No. 1229 of 13.4.44.
- /46* 3) Telegram from Office of Minister Resident to Foreign Office No. 1053 of 24.4.44
- /47* 4) Telegram from Foreign Office to Office of the Minister Resident No. 1760 of 19.5.44.

50/47.

TELEGRAM

IN

BUFFED

From: FOREIGN OFFICE
To: MINISTER RESIDENT CAIRO

D.	1510 hrs.	19/5/44	No. 1760
R.	2315 hrs.	19/5/44	19/5/44
D.	1130 hrs.	20/5/44	O.T.P.

Addressed to Minister Resident Cairo telegram No. 1760 of May 19th, repeated to Washington.

Your telegram No. 1053. /ub

It appears policy indicated in paragraph 7 of my telegram 74 might be interpreted to cover recruitment of Palestine Jewish units. Inevitably however such units would have a political (i.e. Zionist) rather than a religious basis and could therefore not be treated on same footing as other British units furnished by denominational Societies. Nor would they be British in any normal sense.

2. We shall therefore be grateful if you will pursue, in relation both to U.N.R.R.A. and to military authorities, the course indicated in my telegram No. 1229. Protests anticipated in paragraph 3 (1) of your telegram under reply will have to be faced; but any possible embarrassment should be minimized by maintenance of position indicated in second sentence of your telegram under reply.

3. As regards paragraph 3 (2) of your telegram we do not understand that a rigid policy using only /1 gp. un. / teams from particular societies has ever been laid down, and if there is any risk that a political, as distinct from a denominational element will be introduced by adherence to this policy in the case of a given society such as Palestinian Council for Relief, it would surely be met by military authorities insisting on recruitment only of reliable individual workers in mixed teams under responsible control (see paragraph of my telegram 1229).

DISTRIBUTION:

M.E.R.R.A. (2) - Action
Minister Resident
Sir W. Croft

Mr Hamilton
Brig. Clayton
Mr. Bennett

T E L E G R A M

To: Foreign Office From: Minister Resident Cairo

Despatched: 1100 hrs. 25/4/44.

No. 1053
24/4/44
CIPHER

Your 1229. /45

In view of the now imminent absorption of M.E.R.R.A by U.N.R.R.A. it would not now seem appropriate for M.E.R.R.A. to take action along the lines indicated in your telegram under reference since the matter in question will be primarily the concern of U.N.R.R.A. as from date of takeover. Present position is that M.E.R.R.A. has made it perfectly clear to the Palestine Council for relief of European Jewry that no invitation has been issued to them to undertake relief work in the Balkans and that such invitation can now only come from U.N.R.R.A. after the necessary conditions of service have been agreed subject in addition to agreement with Aml (Balkans) what personnel may be used during the military period.

2. U.N.R.R.A. will no doubt have in mind the points raised in your telegram but if it is desired to ensure that these teams from Palestine are not used at all for Balkan relief presumably it is for the military authorities to take action through Aml.

3. Jews will undoubtedly argue that they are in precisely the same position as the catholic women's League, Fau, Salvation Army, Board of Deputies of British Jews or any other denomination-al society. They have already emphatically stated that they are not asking to be used for Jewish relief only and the conditions of service to be laid down by U.N.R.R.A. will presumably strictly prohibit any propaganda activities. It will be impossible to argue for the coherence of teams from British societies and at the same time insist on the splitting up of Jewish Palestine teams. There appear to be two practicable possibilities (1) refusal on the part of the military authorities to agree to the participation in Balkan relief of teams from Palestine. This would undoubtedly produce the strongest possible protests from the Jews: (2) the splitting up of Jewish teams as part of an overall U.N.R.R.A. policy to use mixed teams and not coherent teams from any one society. This is directly contrary to the policy which has so far been laid down and entirely opposed to the plans which we have hitherto been working on with the C.C.V.S.

DISTRIBUTION:-

M.E.R.R.A. (2)
Minister Resident.
Sir W. Croft.
Mr. Bennett.
Brig. Clayton

This telegram must be paraphrased
before further distribution.

(V.G.)

TELEGRAM

From: Foreign Office To: Minister Resident Cairo
Despatched: 2110 HRS. 13/4/44 No. 1229
Received: 0600 HRS. 14/4/44 13/4/44
Dec. 1215 HRS. 14/4/44 CYPHER INDIV.

BUFFED

Your telegram No. 658 last portion regarding Palestinian Jewish Units.

A recent letter from Dr. Weitzmann tends to confirm our suspicions that Jewish agency may utilize any such relief units

(a) for Jewish relief only, and (b) for propaganda encouraging mass emigration of european jews to Palestine.

2. Neither object is in accordance with our policy and we consider Zionist assistance in relief work in Europe should if possible be dispensed with entirely or if unavoidable reduced to a minimum by inclusion of a few reliable individual Jewish workers with no political axe to grind in undenominational teams under responsible control.

3. It is essential to avoid impression in liberated territories that relief measures are related to any particular sect or religion.

4. There is no intention of refusing to use Jewish voluntary workers for tasks for which they are specially qualified but Jewish agency is a political body with definite political aims and functions and not suitable as source of supply or as representing Jewry in problems of relief and social rehabilitation.

DISTRIBUTION

M.E.R.R.A (2) - Action
Minister Resident
Mr. Bennett
Brig. Clayton

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Jewish Unit
position

21. 1. 44.

50/44

NOTE ON THE
PARTICIPATION OF JEWISH VOLUNTARY SOCIETIES
ON THE CAIRO COUNCIL OF VOLUNTARY SOCIETIES
FOR BALKAN RELIEF WORK.

1. In November, 1943, Mr. Castro, a well-known Cairo barrister called on Mr. Matthews of MERRA and explained that he thought he could recruit Jewish personnel in Egypt for work in teams for the Balkans, primarily with the aim of helping the Jewish communities. He gave Mr. Matthews and myself to understand that he represented, amongst other things, the Joint Distribution Committee of American Jewry. I, therefore, invited him to attend the next meeting of the C CVS as he represented a bona fide voluntary organisation, and gave him the previous papers and minutes of the Council.

2. Mr. Castro and a Mrs. Iris Levy attended the Seventh Meeting of the Personnel Sub-Committee of the C CVS on the 22nd December, 1943, and offered to provide from Jewish personnel in Palestine as many trained people for Balkan relief work as were required, not only for help with Jewish communities but for general relief work throughout the Balkans. When asked the source of these personnel he explained that they could come from people now working under the Jewish Agency. When I explained to him from the Chair that MERRA and the military authorities were only able to make use of personnel through a recognised voluntary society, he said that he thought for the purposes of this work some such organization as the Red Shield of David would take responsibility for the personnel.

The views expressed at the Committee were as follows:-

- (1) It was essential that only members of a bona fide voluntary society could be used.
- (2) Assistance from Jewish societies would be of most value in assisting Jewish communities.
- (3) The offer would, like all other offers, have to be cleared with the appropriate governments concerned both in the M.E. and in the Balkans.
- (4) No offer from any one society should be disproportionate with the contributions of other societies.
- (5) The skill and training of the personnel available from the Jewish agency would be of very great value in the work which was to be undertaken.

The Committee took note of the offer and it was recommended to MERRA that an allocation of about 60 persons should come from Jewish sources subject to:-

- (a) The personnel being members of a bona fide voluntary society;
- (b) relations between the Red Shield of David or any other society and the Board of Deputies and the Joint Distribution Committee of American Jews being cleared up;
- (c) MERRA clearing the position with the official authorities concerned.

- 2 -

3. On the 29th December, Mr. Shertok called upon Mr. Matthews and myself to discuss the details of the allocation. I gave him my suggested detailed break-up into units of the 60 persons allocated and also outlined the proposed framework within which voluntary society units would work under the direction of MERRA and of the military authorities responsible. I emphasised to him

- (a) that only personnel who are members of a bona fide voluntary society could be made use of;
- (b) that the relations between that society and the Board of Deputies of British Jews and the Joint Distribution Committee would have to be cleared up;
- (c) that the provision of Jewish personnel would have to be proportionate to the Jewish problem in the countries concerned;
- (d) that MERRA was taking up the whole question of the participation of Jewish organizations in Balkan relief work.

Mr. Shertok asked me whether it would be valuable for a representative of the Jewish voluntary society to come to Cairo to discuss detailed plans. I agreed that it was.

4. On 4th January, I received a signal from Mr. Shertok asking whether MERRA could assist in obtaining an Egyptian visa for Leopold Herrman, a Palestinian citizen, Passport No. 147718, so that he could come to discuss technical details. It was not clear whether this man would come as representative of the Jewish Agency or of a voluntary society.

5. On the 19th January, Mr. Tzernowitz of the Jewish Agency in Cairo called to see me having had a message from Mr. Shertok asking him to raise with me the question of the visa, the date on which personnel should be available and the details of personnel required. I told him that MERRA had already taken action with the Egyptian Ministry of the Interior to facilitate the obtaining of an Egyptian visa and emphasised again to him the points emphasised to Mr. Shertok with regard to date and details, i.e. that it still remained for the position to be cleared both on the Jewish side amongst the different organizations and on the official side.

6. On the 13th January, and again on the 20th, I saw Mr. Reuben Reznik, who had been sent to Cairo as the delegate of the Joint Distribution Committee of American Jews. The Joint Distribution Committee has a very high standing throughout the relief world and Governor Lehmann himself was its foreign director for 20 years before accepting the appointment of Director-General of OFRRO and then of UNRRA. Mr. Reznik had been given full powers to act as the delegate of the Joint Distribution Committee. From these conversations the following points became clear:

- (1) That Mr. Castro had had no right to state that he represented the Joint Distribution Committee.
Mr. Reznik had seen him and he had confessed that he had improperly used the name of the Committee.

(2) Mr. Reznik emphasised confidentially that the entry of the Jewish Agency into the field of foreign relief work was as embarrassing to him as it was to the Cairo Council, and he was afraid that the good name of the Joint Distribution Committee might be brought into question by the political activities of the Jewish Agency.

(3) Mr. Reznik was anxious to limit the assistance of the Joint Distribution Committee to assistance with Jewish communities and Jewish problems though not of course to the exclusion of the part-time help of any workers with other problems where this seemed appropriate to the authorities concerned.

(4) Mr. Reznik was anxious to co-operate as the Joint Distribution Committee had done elsewhere with the Board of Deputies of British Jews in any field of relief work in Europe, although the Board of Deputies had not previously entered this field.

(5) Mr. Reznik made it clear that personnel used by the Joint Distribution Committee in field, executive or any other relief work under the appropriate authorities would be mainly carefully selected personnel from the U.S. though it was always the policy of the Joint Distribution Committee to make use of local personnel in the countries where operations were being carried out. He thought that Egyptian Jews might be used by the Joint Distribution Committee in refugee work in the M.E. and possibly in Greece also.

(6) Mr. Reznik said that he would see Mr. Shertok when he visited Jerusalem, and he would try to sort out the problem, particularly in order to disentangle political questions from relief proper. There the matter stands.

21st January, 1944

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45/168

16th May, 1944.

To: GOC AMHQ GHQ (Southern) MEF.

Copy to: AML HQ (Yugoslavia).

Dear Hughes,

I am attaching a memorandum which has been submitted to me by Mr. Barratt Brown, Chairman of the Personnel Committee of the Cairo Council of Voluntary Societies.

I agree entirely with the proposals made in this memorandum and suggest that a meeting should be convened at which the following concerned parties are represented:-

AMHQ, and ~~Commander~~ *AML HQ (Yugoslavia)*
AML HQ (Yugoslavia) PMO and CRO.
UNRRA Camps, Health, and Welfare Divisions.
Cairo Council of Voluntary Societies.

In this way I hope that a satisfactory arrangement can be made upon the basis of which the calling forward and training of voluntary society personnel and refugees for the units can go forward at once. I regard this as a matter of urgency.

Yours sincerely,


Director General.

ATTACHED PAPER B.REPORT OF TRAINING SUB-COMMITTEE FOR THE ELEVENTH
MEETING OF THE PERSONNEL COMMITTEE 12th MAY, 1944.Appointment and Functions of Cairo Council Liaison Officers
in UNRRA HQ.

In order to ensure adequate integration into the framework of UNRRA of the personnel and programmes of voluntary societies in the present period of preparation in the Middle East, and later in work in the Balkan territories, it became clear during the meetings of the Training Sub-Committee that the organisation of the Cairo Council must be increased and improved.

The following recommendations were therefore made for submission to UNRRA:-

- (a) The appointment, with the approval of UNRRA, of a permanent group of voluntary society administrative and liaison officers, seconded to the Cairo Council by their societies, to be the chairmen of the different Cairo Council committees and to be responsible to the Cairo Council for coordinating the training and movements of personnel and the best use of the other contributions of the different societies to the relief work of UNRRA.
- (b) The establishment of a Cairo Council office under a voluntary society chairman of the Council, the office to be made up of the officers appointed in (a) above. This chairman would be charged with representing the voluntary societies to UNRRA and with advising on the best use of their specific contributions in personnel, in planning and in other ways.
- (c) The maintenance of the closest possible contact between the office of the chairman and the officials of UNRRA who will be responsible for UNRRA's policy vis à vis the voluntary societies and under whose general direction the office will operate.
- (d) The attachment of the liaison officers appointed under (a) above to a number of the different divisions of UNRRA in order to provide a channel of consultation for each division concerned with the different societies and to ensure the coordination of their different contributions.
- (e) The immediate appointment from one of the societies of a liaison officer to be attached to the UNRRA personnel or camps division with an assistant for training and possibly later on an assistant in the health and welfare divisions; these officers to speak on behalf of all the different societies, to consult with the societies' representatives on all questions of the training and movement of their personnel, and generally to perform the same functions at UNRRA HQ as the camp liaison officers are performing in the camps.
- (f) The attendance at the various Cairo Council committees of the members of the appropriate UNRRA divisions concerned.
- (g) The extraction from the camps of one or two of the voluntary society unit leaders or other experts in different fields of relief in order to start planning with the technical divisions of UNRRA on the future work and programmes of the units.

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OFFICE OF THE MINISTER RESIDENT IN THE MIDDLE EAST

MIDDLE EAST RELIEF & REFUGEE ADMINISTRATION

3, SH. AHMED PASHA, GARDEN CITY,

CAIRO.

3rd May, 1944.

Tel. No. 45301.

Ref. No. CRS/3

OC MERRA Training Camp,
GHQ (Southern).

BUFFED

50/40 Herewith my only copy of the Palestine Jewish Relief Council report on activities. Will you please bring it back with you?

Herewith also two letters written on British air mail letter cards by Miss Kenny, which the APO will not accept.

*Also 2 letters - 1 from St. Paul's College.
Y.B.B.*

50/40

Jerusalem, 7.3.44.

Palestine Jewish Relief Council for European Jewry

Report on Activities of the Council
during January-February 1944

BUFFED

During his visit in Cairo in December 1943, Mr. Shertok, head of the Political Department of the Jewish Agency, conducted negotiations with the representatives of M.E.R.R.A. regarding the participation of the Jewish Community of Palestine in relief work among the civil population of the Balkan countries after their liberation by the invading Allied armies.

It was agreed that Palestine Jewry would be asked to place 60 persons at the disposal of M.E.R.R.A. for the above purpose, half of this number to be divided into three units, each consisting of 10 persons, and the remaining half of persons qualified to carry out various tasks of an individual nature. Of the three units, one will be medical and two relief units. The spheres of their activity were specified as Yugoslavia, Albania and Greece.

Upon Mr. Shertok's return to Palestine, the Jewish Agency and the Vaad Leumi set up an Executive Committee to deal with the registration and selection of volunteers, composed of: Messrs. A. Dobkin, M. Schapira, A. Elmaleh and Dr. A. Katznelson. A larger Council, under the chairmanship of Dr. A. Katznelson was also appointed, consisting of representatives of the following organizations: Hadassah, Kupat Holim, Magen David Adom, Council of Women's Organizations, Organization of Social Workers, Jewish Medical Association, Association of Pioneer Organizations, Unions of Greek, Yugoslavian, Czechoslovakian, and Central European Settlers.

Dr. Haim Hoffman was invited by the Executive Committee to take charge of the work, and a special bureau in the Vaad Leumi offices in Tel Aviv was opened for this purpose.

The enlistment of volunteers was carried out with very little publicity, but in spite of this the response of the professional organizations and the general public was very good. Of the 260 applicants who registered, the Council selected 89, from among whom the 60 required persons will be chosen.

The 89 candidates may be divided by profession, as follows:-

physicians	9
nurses	15
social workers	16
pharmacists	5
drivers	20 (7 of whom are also orderlies)
orderlies	4
interpreters	8
administration and stores	12
Total	89

Knowledge of languages, an essential qualification, among the 89 candidates is as follows:-

<u>Language</u>	<u>No. of Persons</u>
Jugoslavian	12
Greek	5
English	62
French	37
Various Slavic tongues	50
Espagnolit	10
German	62

The Council is now awaiting further information from M.E.R.R.A. in Cairo and from the home authorities in London regarding details of organization, such as, maintenance and equipment of the units, additional training in Egypt, as well as future plans for the Palestine units.

(Sgd.) Dr. A. Katznelson
Chairman

Jerusalem, 7.3.44.

Palestine Jewish Relief Council for European Jewry

List of Volunteers Selected by Council
for Palestine Jewish Relief Units

CVI # 206
H. Averbach
from W. Norman
P/3/44

This list is neither complete nor final, as the Council withheld final approval thereof pending confirmation that the units will be sent abroad and detailed instructions regarding their professional composition. It may, therefore, be regarded as a provisional list.

Physicians

Of the 16 physicians (10 men and 6 women) who registered, the following 9 were selected:-

1. Dr. Kornblei, Pinchas - aged 36, general practitioner, district physician of Kupat Holim in Kfar Jehoshua. Born in Poland, graduate of University of Vienna. Wide experience in communal affairs and organization. Speaks the following languages (in addition to Hebrew, with which all the candidates are familiar): English, French, German. Can drive.
2. Dr. Lichtwitz, Bezael - aged 32, general practitioner, district physician of Kupat Holim in Zofit. Born in Czechoslovakia, graduate of University of Prague. Wide experience in communal affairs, organization and youth work. Served in Czech army, was in Yugoslavia for a year. Speaks Czechoslovakian, German, English and some Yugoslavian.
3. Dr. Paul, Reuben - aged 32, physician at Health Centre of Tel Aviv Municipality. Born in Latvia, educated in Prague. Experience in health, hygiene and social work. First-aid instructor. Speaks English, Russian, German, Czechoslovakian and some Yugoslavian.
4. Dr. Abromovitz, Arie - aged 48, gynecologist in Tel Aviv Municipal Hospital, of which he was formerly director. Born in Russia. Experience in hospital administration. Speaks Russian, German and some English.
5. Dr. Beraha, Albert - aged 42, internist in Jerusalem. Born in Bulgaria, served in British army. Speaks English, French, Bulgarian and Espagnolit.
6. Dr. Shenkar, Eliezer - aged 32, internist in Tel Aviv Municipal Hospital. Born in Russia, educated in Italy. Specialized in epidemiology. Was physician in military labour camps in Syria. Speaks English, French, Russian and Italian.
7. Dr. Levi-Sachs - aged 46, general practitioner in Tel Aviv. Born in Germany, educated there. Speaks English, German, some French and Italian. Can drive. First-aid instructor.

+ Just Workmen
Oscar M. Hochberg

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8. Dr. Weizbard, Abraham - aged 34, general practitioner in Rishon-le-Zion where he directs a local branch of Magen David Adom. Born in Palestine, educated in Italy. Speaks English, French, Italian and Arabic. Can drive.

9. Dr. Epstein, Shulamith - aged 48, children's physician in Tel Aviv. Born in Germany, studied there. Wide experience in organizing social work, particularly in school hygiene and refugee care. Speaks English, French and German. Can drive.

Nurses

Of the 25 nurses who registered, the following 15 were selected:-

1. Birnberg, Shifra - aged 31, public health nurse of Tel Aviv Municipality, employed in school hygiene service. Born in Russia, graduate of American School in Beirut. Speaks English, Russian and some French.

2. Rotholz, Miriam - aged 31, public health nurse of Tel Aviv Municipality, director of a Tipat Halav (infant welfare) Centre. Born in Russia, graduate of Hadassah Nursing School, Jerusalem. Speaks English, Russian and French.

3. Shenkar, Ada - aged 35, public health nurse of Tel Aviv Municipality. Born in Russia, studied there, and specialized in public health nursing in Palestine. Speaks English and Russian.

4. Lipkis, Malka - aged 32, public health nurse of Kupat Holim in Tel Aviv. Born in Poland, studied in Palestine. Speaks English, Russian and Polish.

5. Lyons, Rivka - aged 25, public health nurse in industrial undertakings on behalf of Kupat Holim, Haifa. Midwife. Born in Canada, graduate of Hadassah Nursing School, Jerusalem. Speaks English and some French.

6. Singer, Judith - aged 25, nurse and midwife in private hospital in Haifa. Experience in public health work. Born in Russia, graduate of Hadassah Nursing School. Speaks English, French, Russian and German.

7. Halpern, Bunia - aged 37, employed in Tel Aviv Municipal Hospital. Born in Russia, graduate of Hadassah Nursing School. Qualified for public health work. Speaks Russian and English.

8. Landman, Batya - aged 45, directress of WIZO Children's Home in Tel Aviv for past 13 years. Born in Rumania, studied in Palestine. Wide administrative experience. Speaks English, French, German and Russian.

9. Levin-Katcher, Deborah - aged 33, nurse and midwife. (Husband physician). Born in Poland and studied there. Speaks English, Polish, Russian and German.

10. Gavati, Liova - aged 42, head nurse of Kupat Holim in G'vat settlement (500 inhabitants) and instructress. Speaks Russian and French. Born in Russia, studied in Palestine.

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11. Armoni, Sara - aged 28, employed in Kupat Holim Clinic in Tel Aviv. Born in Poland, studied in Palestine. Speaks Polish, Russian and German. Drives. Qualified for public health work.
12. Kaplan, Deborah - aged 35, nurse and midwife of Kupat Holim in Kfar Azar. Born in Poland and studied there. Speaks Polish and German. Experience in public health work.
13. Linkovsky, Rivka - aged 28, surgical nurse in Central Emek Hospital of Kupat Holim. Born in Poland and studied there. Speaks Polish, Russian, German and English.
14. Ingber, Bella - aged 28, baby nurse, employed in Tipat Halav Centre of Tel Aviv Municipality. Born in Poland, studied in Palestine. Qualified for public health work. Speaks Russian, Polish, German and some English.
15. Plessner, Gizella Ora - aged 24, baby nurse. Directs Baby Home in Cat settlement. Born in Yugoslavia, studied in Palestine. Speaks Yugoslavian, English, French, German and Hungarian.

Social Workers

Of the 24 who registered, the following 16 were selected:-

1. Gellner, Hedwig - formerly directress of Social Service Department of Tel Aviv Municipality. Born in Czechoslovakia and studied there. 25 years' experience in profession. Speaks English, French, Czechoslovakian and German.
2. Van Vriesland, Hadassah - aged 27, supervisor of playgrounds and social worker in Haifa. Born in Holland, studied in America. Speaks English, French, German and Dutch.
3. Levinthal, Judith - aged 38, social worker in Tel Aviv. Born in Germany and studied there. 18 years' experience in profession. Formerly directress of social service bureau in Tiberias. Speaks German and English.
4. Skilly, Victoria - aged 27, employed in Jerusalem Kehillah, born in Palestine and studied here. Speaks English, French, Arabic and Espagnolit. *(Jewish Community)*
5. Leibovitz, Hanna - employed in Social Welfare Department of Government of Palestine. Born in Russia, studied in Palestine. Speaks English, Russian and German.
6. Notkin, Jochebed - aged 41, social worker in Rechovot. Born in Russia, studied in Palestine. Also public health nurse. Speaks Russian and German.
7. Dr. Taustein, Jennie - aged 32, children's physician and directress of Mizrachi Girls Home in Tel Aviv. Born in Germany, studied in Switzerland. Speaks English, French and German.
8. Schwadron, Genia - aged 34, instructress in "Ahava" Children's Home near Haifa. Born in Poland, studied in Germany. Wide experience in refugee care. Speaks, Polish, German and English.

9. Tachauer, Lea - aged 24, social worker in Bechohovot. Born in Germany, studied in Palestine. Speaks German and some English.
10. Rosner, Hanna - aged 34, graduate of Social Service School of Vaad Leumi, Jerusalem. Speaks Russian, Polish and German.
11. Polk, Ida - aged 27, social worker in Afuleh. Born in Poland, studied in Palestine. Speaks Polish, English and German.
12. Elliner, Eliezer - aged 40, principal of school in Bnei Brak. Experience in social work and organization. Born in Russia, graduate of Hebrew University, Jerusalem. Speaks Russian, German, some English, French and Polish.
13. Dr. Hoffman, Haim - aged 39, secretary of Workers' Council in Tel Aviv. Born in Czechoslovakia, studied social sciences at the University of Vienna. For 6 years director of Social Welfare Centre of Czechoslovakian Jews; member of Council for Refugee Care of Czechoslovak Government. Speaks Czechoslovakian, German and English.
14. Dr. Josefthal, George - aged 32, studied social sciences in Germany, formerly social worker in Muenchen. Experience in refugee care. Manager of Recruiting Bureau in Haifa. Speaks English, French and German.
15. Dr. Rothmuller, Zvi - aged 35, studied social sciences, economics and finance editor of daily "Davar" in Tel Aviv. Born in Yugoslavia. Speaks Yugoslavian, English, French, German and some Hungarian.
16. Mazor, Abraham - aged 48, in charge of War Invalids' Committee on behalf of Vaad Leumi. Wide experience in social work and organization. Speaks English, Russian and German.

Pharmacists

1. Dr. Retter, Kalman - aged 36, born in Poland, graduate of University of Vienna. Experience in bacteriology. Speaks English and German.
2. Armoni, David - aged 33, born in Poland, studied in Prague. 13 years' experience in profession. Also orderly. Speaks Polish, Czechoslovakian and German.
3. Reinhold, Lea - aged 36, born in Rumania, studied in Bulgaria. 12 years in profession. Speaks Russian, Rumanian, Bulgarian, Espagnolit and German.
4. Weissbrod, Jehuda - aged 36, born in Poland, studied in Vienna. Experience in bacteriology. Great organisational abilities. Speaks English and German.
5. Grundman, Miriam - aged 29, born in Germany, studied medicine for 4 semesters in Germany, 4 semesters bacteriology in Jerusalem. Speaks English, French, German and Polish.

Drivers

Of the 29 who registered, the following 20 were selected:-

1. Briller, Itzhak - driver of Magen David Adom ambulances in Tel Aviv for past 13 years. Also orderly. Speaks Polish and English.
2. Ben-Dov, Eliezer - Magen David Adom driver and orderly in Safad. Speaks English, Russian, German, Roumanian and Arabic.
3. Graetz, Rachel - aged 39, volunteer ambulance driver, active in Firemen's Organization in Haifa. Born in Palestine. Speaks English, French and Italian.
4. Hubel, David - aged 33, volunteer driver and orderly of Magen David Adom, Haifa. At present "Solel Boneh" foreman. Born in Poland, speaks English, Polish and German.
5. Weissman, Shmuel - aged 38, driver. Born in Yugoslavia. Speaks Yugoslavian, German and some English.
6. Schindelman, Arie - aged 31, locksmith and driver in Givat Haim settlement. Also orderly. Born in Czechoslovakia, was in Yugoslavia for two years. Experience in organization. Speaks Czechoslovakian, Yugoslavian, English and German.
7. Weltscher, Jacob - aged 40, mechanic and driver, mechanic in pumping station of Nahalal. Mechanical and organisational abilities. Born in Russia, speaks Russian, English, French, German and some Italian.
8. Fernandes, Eliahu - aged 28, born in Palestine, driver and mechanic. Experience in organization of field kitchens; organisational ability. Speaks English, Espagnolit, Arabic and some Greek.
9. Kimchi, Dov - aged 33, driver, born in Bulgaria. Speaks Bulgarian, French and Espagnolit.
10. Riem, Zvi - aged 26, driver, worked in army as orderly. Born in Poland. Speaks English and Polish.
11. Speier, Ludwig - aged 30, Red Magen David ambulance driver in Rishon-le-Zion. Born in Germany. Speaks English, French, German. Also orderly.
12. Groag, Lev - aged 27, locksmith and driver. Organisational abilities. Born in Czechoslovakia, two years in Yugoslavia. Speaks English, Czechoslovakian, Yugoslavian and German.
13. Avidov, Jani - driver and agriculturist in Nahalal. Received thorough first-aid course. Born in Russia, aged 43. Speaks Russian, Polish and English.

14. Bamberger, Martin - aged 26, driver in Potash Company. Born in Germany. Speaks English, German, French and Czechoslovakian.

15. Ben-David, Jehuda - aged 26. Experience in organization of field kitchens. Born in Palestine. Speaks English.

16. Chalivner, Pinchas - aged 45, manager of drivers' co-operative association in Tel Aviv. Born in Poland. Speaks Russian, Polish, English and German.

17. Yanai, Shaul - aged 31, mechanic and driver, volunteer dresser of Magen David Adom in Haifa. Born in Hungary. Speaks Hungarian, English and German.

18. Rabinerson, Zvi - aged 27, driver and supernumerary. Speaks Russian, Polish and English.

19. Granovsky, Jacob - aged 34, driver and agriculturist in Nahalal. Organisational experience. Born in Russia. Speaks Russian and German.

20. Schenfeld, Bernhard - aged 33. Born in Germany. Speaks English, French, German and Italian.

Orderlies

In addition to the 7 driver-orderlies above, the following 4 orderlies registered:-

1. Hilsenrath, Benjamin - aged 43, completed medical studies in Vienna. Born in Poland. At present orderly in Ein Geb settlement. Experience as instructor. Speaks English, Polish and German.

2. Cohen, Itzhak - formerly orderly in British army, aged 34. Experience in organization. Speaks English, Polish and German.

3. Levinger, Jacob - aged 24, orderly in Gat settlement. Born in Yugoslavia. Speaks Yugoslavian, German, Hungarian and French.

4. Segal, Rudolf - aged 33, hospital orderly. Born in Germany. Speaks English, French and German.

Interpreters

1. Fais, Meir - aged 29, agriculturist and headman of Zur Moshe settlement. Born in Greece. Speaks Greek, Espagnolit, French. Qualified for interpreter, storekeeper.

2. Cohen, Abraham - aged 26, supernumerary in Zur Moshe. Born in Greece, speaks Greek, Espagnolit, French and some English.

3. Shalem, Sabbatino - aged 45, supernumerary. Born in Greece, was in Egypt for a long period. Speaks Greek, Espagnolit, French, Italian and Turkish.

4. Melkenstein, Gerda - aged 32, clerk, born in Turkey. Speaks Turkish, Greek, English, French, German and Italian.

5. Kimchi, Visa - aged 30, dresser in Kfar Hittin. Born in Bulgaria, speaks Bulgarian, Espagnolit and French.

6. Fein, Ben Zion - carpenter in Afikim settlement, aged 28, born in Yugoslavia. Speaks Yugoslavian, Hungarian, German and some English.

7. Zemer, Shmuel - aged 32, mechanic in Jerusalem. Born in Yugoslavia. Speaks Yugoslavian, Espagnolit, English and Bulgarian.

Administration and Stores

1. Avni(Steiner), Hugo - aged 36, in charge of Sde Nachum settlement. Organisational experience. formerly teacher. Speaks English, French and German. Born in Austria.

2. Ottensosser, Kurt - aged 49, bank director in Jerusalem. Administrative experience. Born in Switzerland. Speaks English, French and German.

3. Winter, Erik - aged 39, editor of daily "Hegeh". Born in Germany. Speaks English, French, German and Spanish. Formerly director of Refugee Bureau in Spain.

4. Soroca, Eliahu - aged 32, manager of Kupat Holim in Petach Tikva. Speaks Russian, German, English. Born in Russia.

5. Olshansky, Lea - aged 41, experience in organization of public kitchens, active in Magen David Adom; speaks Russian, some English, French and Yugoslavian. Born in Russia.

6. Bernstein, Sara - aged 43, social worker, formerly employed by Joint Distribution Committee, was in charge of Ukrainian orphans and transfer of children from Poland to America. Speaks Russian, Polish, German and French.

7. Gefen, Zahava - aged 44, cooking teacher, instructress for public kitchens, supervisor of children's clubs of women's organizations. Wide communal experience. Speaks Russian, some English and German.

8. Gonska, Rivka - aged 28, children's nurse. Born in Poland. Speaks Polish and German.

9. Klur, Debora - aged 30. Experience in organization of public kitchens. Speaks Russian and Polish.

10. Dr. Dauber, Deborah - aged 39, experienced psycho-therapy instructress. Born in Rumania, graduate of University of Vienna. Speaks English, French, German, Rumanian and Italian.

11. Gefen, Zeev - aged 49, garage manager of Tel Aviv Municipality. Organisational experience. Speaks English, French, Russian and German.

12. Jagolnitzer, M. - aged 29. engineer-mechanic in Rechovot. Born in Rumania. Speaks Rumanian, German and some English.

SUMMARY

Distribution of Volunteers Selected by Profession

<u>Profession</u>	<u>No. of persons</u>
physicians	9
nurses	15
social workers	16
pharmacists	5
drivers	20 (7 of whom are also orderlies)
orderlies	4
interpreters	8
administration & stores	12
Total	89

Distribution by Knowledge of Languages

<u>Language</u>	<u>No. of persons</u>
Jugoslavian	12
Greek	5
English	62
French	37
Various Slavic tongues	50
Espagnolit	10
German	62

Dr. A. Katznelson
Chairman

PROPOSALS FOR THE INTEGRATION OF THE VOLUNTARY SOCIETY CONTRIBUTION TO RELIEF OPERATIONS INTO THE UNRRA PLANNING AND ORGANISATION

I General Aim of Proposals.

1. To integrate the contribution in personnel, supplies and projects of voluntary societies as closely as possible into the planning and organisation of UNRRA for relief operations.
2. To make the fullest possible use at the same time of the knowledge of voluntary society leaders and representatives about their own personnel, the experience of voluntary society members in working together as groups in the field, and their experience in relief operations.

II Determination of UNRRA Policy vis à vis Voluntary Societies.

To attain the aims set out above it is essential

- (a) that decisions on UNRRA policy towards the voluntary societies should be made in the policy section of the mission as part of UNRRA's general policy making, and not in any particular technical or other division of the mission
- (b) that one man in the policy section should have as his main responsibility the determination of the contribution of voluntary societies in UNRRA and that this man should be recruited, preferably from one of the voluntary societies, to become an official of UNRRA
- (c) that this man should have a small staff also recruited preferably from the voluntary societies either as UNRRA officials or as members of their societies seconded to UNRRA for the purpose and duration of the job.

III Representation of UNRRA Policy to the Voluntary Societies.

To ensure that UNRRA policy is fully and adequately represented to voluntary societies it is necessary

- (a) that the UNRRA official charged with the responsibility for the voluntary society contribution should be the secretary of the general coordinating council of the voluntary societies (Cairo Council of Voluntary Societies) and that a member or members of his staff should be the secretaries of the council's sub-committees
- (b) that members of the different divisions of the mission ^{should} sit in on the appropriate sub-committees.

IV Representation of Voluntary Society Views to UNRRA.

- (a) To ensure a two-way exchange of information and views on planning and use of the voluntary society contribution it is essential that an independent chairman of the coordinating council should be nominated by the council to represent the views of the voluntary societies to UNRRA
- (b) that this chairman should be capable of being a public figure of sufficient stature and sufficiently acceptable to all parties to head up the voluntary societies and to represent them adequately at the highest level
- (c) that this chairman should meet from time to time with one or two members of his council and with members of the UNRRA policy section and the heads of the mission divisions to consider the wider questions of UNRRA policy vis à vis voluntary societies
- (d) that this chairman should have an office in the UNRRA building and should work closely with the UNRRA official in the policy section and with the chairmen of the sub-committees who would be responsible to him in representing the views of the coordinating council.

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V Integration of Voluntary Society Personnel into the UNRRA Organisation.

To ensure that the personnel contribution of voluntary societies is not divorced from the general organisation of UNRRA, it is necessary

- (a) that there should be at least one man sitting in the personnel division of the UNRRA mission to speak as personnel liaison officer on behalf of all the voluntary societies
- (b) that this man should be appointed by the Cairo Council of Voluntary Societies subject to the approval of UNRRA, and should be responsible to the chairman of the council
- (c) that this man should be the chairman of the Personnel Committee of the Cairo Council and the leading representative of the Council after the Council chairman
- (d) that there should in addition be a training liaison officer similarly appointed who would work with the UNRRA training officer and be the chairman of the Training Sub-Committee of the Personnel Committee
- (e) that the training liaison officer and the liaison officers in the other divisions (as below) should be responsible to the personnel liaison officer in so far as personnel are concerned.

VI Integration of the general Voluntary Society Contribution into the UNRRA Organisation.

To ensure that the contributions of the voluntary societies not only in personnel but in general planning, in medical or other supplies, in welfare experience, etc., are fully geared into the UNRRA organisation without destroying the identity of the societies it is essential

- (a) that there should be at least one man sitting in each of the following different UNRRA divisions to speak on behalf of all the voluntary societies

Camps
Welfare
Health
Supplies
? Displaced Persons

- (b) that these liaison officers in the different divisions of the mission should be appointed in the same way as the personnel liaison officer as servants of the Cairo Council seconded to the Council by their respective societies and subject to UNRRA approval
- (c) that these liaison officers should similarly be the chairmen of the appropriate sub-committees of the Council - Welfare, *Camps*, Health, Supplies, and possibly Displaced Persons
- (d) that these liaison officers, while, as servants of the Cairo Council, they are responsible to the Council and can appeal to it for decisions, must be prepared to be subject to the direction of the heads of the different divisions within which they are working.

VII Consultation of the individual Voluntary Society Representatives and Unit Leaders.

To ensure that the fullest use is made of the knowledge held by each society about its personnel and of the specific contribution which each society can make in the relief field, it is essential that the various liaison officers should take pains to understand and consult the views of the different societies on matters affecting them, not only in committee but at all times.

MB
M. Barratt Brown.

29.4.44.

50/34

50

File

GOVERNOR LEHMAN

BUFFED

Suggested reply to Leith Ross' telegram
No. 1055:-

"Following personal for LEITH ROSS from
LEHMAN.

Your 1055. There appears to be some misunderstanding. The Cairo Council of Voluntary Societies had suggested that certain personnel should be made available from Palestine (see Minutes of seventh meeting of Personnel Sub-Committee). Because this personnel was, however, being raised by the organisation known as the Palestinian Jewish Council for European relief, MERRA accordingly indicated to the Relief Department Foreign Office (see letter of 28/12/43) that in view of the association of Jewish Council with Jewish Agency difficulties might well arise. The matter was referred to again in a telegram to the Foreign Office No. 658 of 22/3/44. It now seems that the question of the use of teams from Jewish Council and other local Middle East sources will need to be resolved between ourselves and Allied Military Liaison authorities as soon as conveniently possible. Nothing practicable can, however, be done unless and until a decision is reached whether terms of service applicable to British and American Voluntary Societies are to be applied to other Allied Societies."

4.4.44

Leith Ross

No. 5.

Cable F. O. to
Washington to
Matthews

TELEGRAM

3 COPIES

50/36

From FOREIGN OFFICE To Minister ~~XXXX~~ Resident Cairo

No. 1055
1/4/44
CYPHER INDIV

Despatched 1752 hrs. 1/4/44

Received 0810 hrs. 2/4/44

Dec. 1100 hrs. 2/4/44

IMPORTANT

BUFFED

Addressed to Minister Resident Cairo telegram No. 1055 of 1/4, repeated to Washington.

Following for Lehman from Leith Ross and Osborne telegram No. 128.

Representatives of Palestinian Jewish Council for European relief have approached us here saying that after having been called upon by Matthews to raise some fifty Palestinians for relief work in Balkans they have been warned that they may now not be admitted. They may approach you direct.

2. Presume you are aware of strong feeling of Greeks in regard to participation of Greek Red Cross and other Greek relief workers though is is a question for Greek Government rather than for UNRRA to take up.

3. We understand that no combined decision has yet been taken in Washington regarding restriction of voluntary workers to British and American nationality. As this seems inconsistent with first paragraph of telegram 60 from Washington we are asking Washington for explanation.

DISTRIBUTION:

Mr Lehman (2) - Action
c/o MERRA

/BH

Middle East Relief and Refugee Administration,
3, Shariah Ahmad Pasha,
Garden City, CAIRO.

23rd March, 1944.

OFFICE MINUTE.

To: Mr. Matthews.
From: Mr. Barratt Brown.

BUFFED

The following points have occurred to me as supplementary to the points covered in my office minute of 17th March:-

1. Rather fuller consideration should be given to the work and function of the types of units and personnel so far suggested for work under AML. This is particularly important in connection with the relief and refugee units and with the public health welfare supervisors. The other units are more obviously technical and it is fairly clear what their functions would be.
2. I am particularly anxious that more consideration should be given to the position of non-British and non-American societies. We are rather naturally inclined to think in terms of the Anglo-American contribution. But such things as conditions of service, etc., should be framed so as to cover Greek and Yugoslav personnel. Unless it is AML's policy to use only Anglo-American personnel and only to advise the Greek Government, etc., to provide Greek personnel and possibly to issue them with the necessary equipment. This would be more logical under the AML plan.
3. The time is ripe I think for the establishment of a welfare and displaced persons committee, particularly in order to bring the Cairo Council committees rather more into line with the UNRRA committee divisions. I would like to discuss with you a possible chairman for this committee.
4. It will be necessary soon to make some decision about a chairman for the Medical Services Committee in view of the fact that Col. Howard Bury is taking over the civilian relief work from Mrs. Bryans.
5. I am anxious that there should be a meeting of the Cairo Council and I think it should be in plenary session, rather than in committee, when Lehman is here. I do not know whether you think there should be a committee meeting for Jackson. At such a meeting of the Council it would be possible to make a general report on the Council's activities, for the Governor himself to speak, and for the future organisation of the Council to be laid down.
6. One of the points that will require consideration before such a meeting is the whole status of the Council under UNRRA. My own view is that it should be kept in its present form but should be strengthened by the establishment of a standing or general purposes committee, possibly composed of the chairmen of the other committees, and that this committee should meet regularly with the appropriate UNRRA officials, i.e. the chairman and secretary of the Council. I hope that either you or the man who is to be at the head of the voluntary societies' section would be chairman and the secretary could then be a member of the small staff of the chief of the voluntary societies' section. When the standing or general purposes committee met with the appropriate UNRRA people it could act as a policy committee. It would then be possible to integrate at a high level the views of the Council with UNRRA's own planning. I should myself personally welcome such a development, as I feel that the present position is fast becoming unsatisfactory. At the beginning it was, I think, valuable that I was able to speak on behalf of the Cairo Council in MERRA, but I am sure that with the increased numbers of societies represented in the ME, and with the increasing contribution from Americans, the arrangement needs strengthening and regularising.
7. This policy committee would be able to make the necessary appointments of the heads of the various voluntary society departments, e.g. training, equipment, personnel, etc., but it is still my view that these people should be members of voluntary societies.
8. I do not think in my last minute I made it quite clear what my views on MERRA/UNRRA's liaison functions with AML were. I think that the most needed thing in the sphere of the voluntary societies' work will be for a number of liaison officers at HQ in any territory, who are UNRRA officials and responsible for dealing with any difficulties that arise. I had not in mind any suggestion that these liaison officers should take over the jobs which I imagine will be the responsibility of AML, i.e. in directing the work of voluntary society units.
9. I hope it will be possible in the very near future to obtain the services of a number of UNRRA officials on the supplies side. So far as voluntary societies

are concerned, I am particularly anxious of course that some UNRRA official should be getting on with the work involved in the initial planning of the Clothing Committee and of the Medical Services Committee. Neither of the chairmen of these committees has the time to give which the committees' work deserves.

H. B. B.

23.11.44.

N^o 4

Cable F.O. to
Matthews

TELEGRAM

QUS 2/176
MERRA 50/34
3 COPIES

To FOREIGN OFFICE From Minister ~~at~~ State Cairo No. 658
Despatched 1900 hrs. 22.3.44 of 22.3.44

CODE & CYPHERINDI

/CODE/

1191 N.A.

1. Your 635, apart from personnel called forward for Balkans now available for current refugee work, essential to reduce demands on Military personnel that we have minimum number of key Medical, Nursing, Welfare and Administrative Voluntary Society men and women, total number about twenty-four, who can stay in Middle East when other personnel called forward for AML in Balkans. These personnel to work directly under MERRA/UNRRA on same conditions of service as for personnel for Balkans.

1179 N.A.

2. Your letter R610/7 CARTER to MATTHEWS 11th February of all Medical stores officers at least half should be either Pharmacists or Dispensers, preferably 60-40. Of Pharmacists and Dispensers as many Pharmacists as possible, otherwise Dispensers.

1153 N.A.

3. See my 461 repeat essential personnel despatched from U.K. with Army identity cards. If not Passports must be visaed.

/CYPHER/.

4. I am being pressed by LEO HERMANN now representing Voluntary Society called Jewish Relief Council for European Jewry for decision on using Palestine Jewish Units with AML in Balkans as allocated by Cairo Council at Seventh Meeting of Personnel Sub-Committee. In view of close connection with Jewish Agency I should be glad of your views and those of Colonial Office before I ask AML who in turn will no doubt approach Greek Government whether they will accept this personnel. In any event this personnel cannot be mobilised until Allied conditions of service agreed.

DISTRIBUTION: MERRA (2)

(SCC)

Mr. B. Brown 50

CHS (17) 172
50/33

TO: Mr. Mathews, M.E.R.R.A.

FROM: Mrs. Bryans, Deputy Commissioner
B.R.C.S. and St. John W.O.

REPORT ON VISIT TO LONDON JANUARY 1944.

Confidential.

BUFFED

1) General Impressions.

I was deeply disturbed by the lack of contact between the C.O.B.S.R.A. and the Relief Dpt. Foreign Office on the one hand and C.A.B. War Office on the other. This is, I hope, improving and is mostly due to too big an expansion in a short time at C.A.B. I realised during my stay that Balkan planning is only part of a very large picture, which obviously must keep various areas in perspective. The Balkan scheme is, however, the only plan on a concrete basis and is recognised by everyone as a pattern for further planning.

The hold up of personnel and equipment appears due to ~~the~~ causes:-

- (1) What is rather mysteriously referred to as 'high policy'.
- (2) A quantity of rather tiresome Red Tape and lack of executive power.
- (3) The lack of information on planning for Balkans at C.A.B. War Office.

I found that the Relief Department C.A.B. and C.O.B.S.R.A. were ignorant of a lot of detail, which ~~wae~~ imagined they must know. It is apparent that better communications should be maintained - that between the Relief Dept. and M.E.R.R.A. is the best, but not sufficiently detailed or clear, having regard to the people at the London end.

C.O.B.S.R.A. to the Cairo Council is now I hope established.
C.A.B. and C.A.B. War Office is bad.

Everyone connected with Civilian Relief is suffering from a feeling of frustration - the wide political issues overpower them. Everyone realises that Balkan planning is on the right lines, but they are unwilling to go forward with practical details until the main plans clear. It is almost impossible for anyone working at the London end to realize the close liaison between the various sections in Cairo.

2) Relief Department Foreign Office.

I saw Brig. Gabbett, Major Carter and Miss Harris on 4/1/44. I gathered that owing to the forthcoming formation of a London section of U.N.R.R.A. the department was working rather in a vacuum, however, at this meeting the 2nd. Cairo request for personnel was expected to go through & the difficulties which later came along were not so apparent. Over matters of detail the following points arose:

- (1) The Relief Dept. feel that the minutes of the Cairo Council have come to them without sufficient backing from M.E.R.R.A.
- (2) The terms of service for voluntary societies in all theatres are nearly completed and appear satisfactory.

(3) Allied teams appear to raise great difficulties especially re treasury, it is accepted that allied nationals as individuals can be attached to Anglo/American teams, but the position re allied teams as such is still being discussed. It appears to be very involved. I urged that they should press for the same conditions as for British teams.

(4) The Ministry of Labour are not releasing personnel very satisfactorily. The main points are:-

(i) the Relief Dept. were late in asking for a quota from the Cabinet Man Power Committee.

(ii) the quota once established then the priority has to be established.

In the meantime the Ministry of Labour are taking each case on its merits.

(5) The man power shortage is acute. The following categories are almost unobtainable:- Doctors, Nurses, Hygiene experts.

(6) The shipping situation is fairly good if long enough notice is given.

I saw Brig. Gabbett and Major Carter again on 26/1/44. The C.A.B. War Office had by then refused to sanction the Cairo 2nd. request for Personnel. Brig. Gabbett said this was partly because of matters of high policy in Anglo/American Relations and partly that the request was thought to be excessive. C.A.B. War Office apparently are not conversant with planning of C.A.B., M.E.F. and are sticking in their toes. I was asked to raise the following points:-

a) Request for Yugo-Slav Camps. The number of doctors and nurses needed is required urgently. Relief Department Refugee Sections will have to deal with this and it is apparently not possible for them to use personnel sponsored by C.A.B. Some personnel available at once is requested, otherwise best to let the first teams now en route arrive in M.E.F. under C.A.B. cover and then re-allocate as a local arrangement.

b) Brig. Gabbett asked me to say that the lack of knowledge of "planning" of medical services in the Balkans was causing great difficulties - would it be possible for M.E.R.R.A. to send to London prospective plan as a contribution to U.N.R.R.A.

c) Brig. Gabbett indicated that C.A.B. War Office had been annoyed by the Relief Department having more information than C.A.B. and had held up things on this account.

d) The position is not very clear re pharmacists and dispensers. Please give definite requirements.

e) The position re American Societies and U.N.R.R.A. was very much affected by the Cairo meeting of U.S.A. Societies - I gather not altogether adversely!!

3) C.O.B.S.R.A.

I had a great many meetings with Mr. Hogarth, secretary of C.O.B.S.R.A. and was able to clear up a number of matters that were worrying him. The main questions are dealt with in his letter to Barrett-Brown. I attended the following meetings:-

- a) Meeting of the General Purposes Committee where many questions were asked over details of prospective work.
- b) Meeting of C.O.B.S.R.A. where I had an opportunity of stressing the importance of good personnel required immediately and was asked to bring further pressure to bear from the M.E. over the provision of personnel.
- c) Meeting of the allocation Committee for the 2nd. M.E. request.
- d) Meeting of team members awaiting posting. This meeting raised many questions on work and conditions, which I was able to clear up.

In addition I had meetings with my own organisation, the Girl Guides, the Y.W.C.A., F.A.U. and Save the Children Fund.

4. C.A.B. War Office.

I had great difficulty in approaching C.A.B. as voluntary societies have no access to the branch. No one seemed anxious to sponsor my visit so eventually I achieved my own introduction.

I saw the following officers on 17/1/44:-

a) Col. Lewis D.D. C.A. (Technical). I explained my apprehension at the apparent hold up of the sanction for the M.E. requirements. On this day Col. Lewis hoped a signal was about to be sent - this was later withheld. He explained that matters of high policy still made it difficult to proceed but added that he was sure that eventually the situation would clear. I said we felt it might clear a bit late and could not something be done to hurry things up. Col. Lewis then spoke to General Kirby on the phone and I suggested it might be helpful if I saw him. General Kirby, however, did not wish to see me.

b) I met Col. Morgan with whom I raised the question of the certain extra supplies required. This was difficult to check as my notes had no ref. no., but it appeared they had only just been received and were with Finance for sanction.

c) Brig. Dunn D.D.C.A. Personnel - he was very perturbed by the hold up and gave me a good deal of information on the political difficulties involved - interesting but seemingly on a level far above our heads. - On the question of the availability of personnel once the big problems are cleared, he seemed confident that this was fairly easy. I said I thought it was not very clear and hoped he would get better liaison and more priority.

Amelia Bryant
9/2/44.

No. 3

Letter Gabbett &
Matthews

50
~~BOARD OF TRADE~~

50/32

Telephone No.: REGENT 4080

~~POST OFFICE COMMUNICATIONS POLICE~~

Reference R. 511/37

AND RELIEF DEPARTMENT

Your Ref.

1/11, HAY HILL,

BERKELEY SQUARE, W.I.

BY BAG

26th January, 1944.

BUFFED

Dear Matthews,

130 Many thanks for your letter of the 28th December, 1943, which our telegram No. 74 of 8.1.44 answered fairly fully, but I enclose a copy of Hogarth's letter C/9/5 of the 20th January regarding Jewish personnel, which may be of assistance. 1107

2. We have just received your reply to No. 74, namely No. 153 of 2.1.44. 1111

(a) Both the War Office and ourselves have sent telegrams to Washington encouraging American participation, but the whole question has now become merged into the one regarding the part U.N.R.R.A. may play during the military period. I have no doubt a decision will have been arrived at before this reaches you.

7
Action 11 (b) The War Office have had the question of Conditions of Service for Allied personnel since last November: your proposals were fully supported by us, but I felt that something from the C-in-C to the War Office would be helpful, and note you were approaching him in the matter.

(c) War Office telegram 59901 of the 19th January deferring approval to the new requirements will not prevent C.B.S.R.A. and Societies making advance preparations, building up teams, training etc. and this will all help towards the more rapid despatch of the teams when the demands are approved.

W.T. Matthews, Esq., C.B., C.B.E.,

/3.

M.E.R.R.A.,

3, Sh. Ahmad Pasha,

Garden City,

CAIRO.

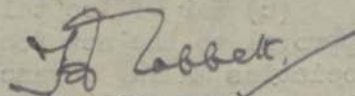
3. I see from our file that no reply has ever been sent to your No.246 Saving of the 6th November, if you were expecting one.

Our draft reply was sent to the War Office for remarks and has never been returned. Meanwhile military channels took up some of the same points resulting in War Office telegram 97915 of 12th December to C-in-C, Middle East.

The points about Allied Conditions of Service were taken up at once (see my para.2 (b) above); those for British Societies are, as you probably know, about to be issued in their final set-up. Mrs. Bryans has seen what they will look like, and she said they seemed to cover all her points.

I never quite fathomed where the idea, which appeared in your 246 Saving, that equipment and transport would be sold to Societies, emanated from: I think it must have been incorrect wording in the transmission of our 3264.

Yours sincerely,


(K. J. GABBETT)

No. 2

C B S R A

to

Sabbett

50/32

COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD,

Chairman: Sir William Goode, K.B.E.

Secretary: W.D. Hogarth, O.B.E.

Hope House, 45 Great Peter Street, S.W.1.

January 20th, 1944.

C/9/5.

Dear Gabbett,

BUFFED

I am now able to give you some reply on the question of Palestinian Jewish workers and their relations with the Board of Deputies and with M.E.R.R.A.

1. The key organisation in Palestine is the Jewish Representative Council (known as "Vaad Leumi"). The Board of Deputies received a cable on January 16th from one of their correspondents there stating that the Jewish Representative Council has now reached agreement with M.E.R.R.A. for the appointment of a Mr. Leo Hermann (presumably on the C.C.V.S., though this is not made clear) and that M.E.R.R.A. has asked them to supply 60 volunteers as under:

2 Relief and Refugee units of 10	20 workers
1 Mobile Hygiene and 1st Aid	10 "
Nurses	10
Storemen	6
Drivers	6
Interpreters	6
Doctors	2

A sub-committee has been set up to organise Palestinian Jewish relief units under the auspices of the Jewish Agency and of the Jewish Palestinian Council.

2. The "Red Shield of David" is one of a number of voluntary organisations working under the auspices of the Jewish Representative Council. Its special concern is with first aid and ambulance work and it probably corresponds more closely to the St. John Organisation in this country than to the British Red Cross Society in that it does not handle such activities as prisoners of war.

3./

Brigadier K.J. Gabbett,
Relief Department,
Foreign Office,
1-11 Hay Hill, W.1.

3. As regards relations between the Board of Deputies (i.e. Jewish Committee for Relief Abroad) and the new Palestine Jewish organisation, this will require a decision of the Executive of the Jewish Committee, and I cannot tell you yet just what their policy will be.

4. In view of the inclusion in the Cairo Personnel Subcommittee estimates of 60 Jewish volunteers, it seems clear that most of the above information must now be in Matthews' possession, and that a working arrangement has been established which only requires to be completed on the side of relationships between the Palestine and the British Jewish bodies.

Yours sincerely,

(Sgd.) W.D. Hogarth.

COPY

Rec'd Jan. 12, 1944

VOLUNTARY SOCIETY PERSONNEL WORKING ON CURRENT REFUGEE WORK

1. Personnel of the following types - doctors, nurses, welfare workers, educational officers, and officers for general camp duties - if supplied by voluntary societies at the request of MERRA will be given opportunities to perform work consistent with the aims of their parent society with MERRA in its refugee camps, and will be given all possible facilities to carry out that work, which it is agreed they shall undertake.
2. The exact nature of the work which the voluntary society personnel will perform will be decided between MERRA and the authorized representative of the voluntary society providing personnel.
3. Members of voluntary societies will be expected to undertake no work in the camps which is inconsistent with MERRA policy and which has not been agreed between MERRA and their parent society.
4. The salaries or wages of the workers will be paid by their parent societies. Food and accomodation in refugee camps will be provided by MERRA. Also, MERRA will be responsible for provision of travel facilities on duty.
5. Voluntary society workers will retain their identity as members of their society, but at the same time, as appropriate, they may be deemed as a part of MERRA staff.
6. Where two or more voluntary society workers are working in the same camp, they will be considered as a unit, with one of their members responsible for the unit, in acting as a channel of authority in respect of all work affecting the unit in its internal discipline.
7. Both MERRA and the voluntary society concerned will have the right to request the withdrawal of personnel at one month's notice.
8. It is pointed out that the work in refugee camps in the Middle East may continue for some time after the liberation of the Balkans. The date of the transfer of any workers to other work will be decided in consultation between MERRA and voluntary society concerned, and any other interests which may hereafter be concerned.
9. It is assumed that no voluntary society will offer its services to MERRA unless and until consent of appropriate authorities is obtained in all cases where such consent is a necessary antecedent to proposed activities.

No. 1

Matthews to
Sabbett

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CVS(P)11/10
50/30

28th December, 1943.

Dear Gabbett,

124.

I regret the delay in replying personally to your R.511/33; you will however now have received answers to the various points which you raise either in the CCVS minutes or telegraphically. I enclose in this letter a copy of a savingram which, taken in conjunction with 2928 will, I hope, give you the present situation here. I should, however, like to draw your attention to one or two points especially in regard to local resources of personnel.

2. I am doubtful whether sufficient suitable personnel to meet the allocation of the CCVS can in fact be provided from the local resources of Greek, Yugoslav and Jewish Societies. Greek Red Cross personnel may prove difficult to mobilize. As to the Yugoslav Red Cross, in view of political difficulties, I do not propose to count upon their personnel until the situation is clarified. On the other hand, it is important that an early decision should be reached on conditions of service of allied societies, so that the earliest possible action may be taken to mobilize such suitable personnel as are available.

3. Representatives of the Jewish Agency claim to have large numbers of trained Jewish personnel available in Palestine. Am I to deal with the Red Shield of David as a voluntary society and what is its relation to the Board of Deputies of British Jews, and where exactly does the Joint Distribution

Board come in? It is at the moment difficult to avoid embarrassing offers of assistance from the Jews. I would propose that the provision of Jewish units should be in proportion to the size of the Jewish relief problem in the countries concerned. On the other hand, I do not exclude the attachment of individual members of Jewish societies to provide specialised assistance to other units. Do you agree?

4. The most difficult outstanding problem is that of the participation of American societies. I have here now the representatives of at least five American societies all anxious to work in the Balkans. There are even some dozen members of Near East Foundation waiting here for eventual work in Greece. We urgently want the American Societies to work with us; they want to work with us, and can produce the personnel, but there is still no agreement from the American official side. Both Landis and Archer (OFERO), who are American official representatives here, think, however, that the moment has now come to raise the question once again. Landis is in Washington and if the Foreign Office can inform us of their agreement in principle to an approach being made once more we can use his good offices in Washington to try and get decisions taken.

5. There are perhaps one or two points which I

5/2/30

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should mention in order to clear the air.

Firstly, the question of the employment of American voluntary agencies is from our point of view quite separate from any question of American responsibility on the ATB Committee. I see no reason why the two should be tied together.

Secondly, by American voluntary societies we mean here any American voluntary society which is willing to work in the Balkans. The reason why the American Red Cross was emphasised in August is simply that the American Red Cross was the sole American voluntary society then represented here.

Thirdly, I think there is no doubt that the American Commanding General has no objection to the employment of American voluntary societies in the Balkans. An approach to the American Commanding General was made in September by the American Red Cross and his reply, for your private information, was "What the hell has it got to do with me". Since then American Commanding Generals have come and gone. The present one has not yet been approached but will be shortly.

Yours sincerely,

Brigadier K.J. Gabbett,
Foreign Office

Encl. " Department. 1/11. Hav Hill. W. 1.

Y
A
6
AIRGRAM

50.

50/29.

Dispatched: Dec 28 1943

From : American Embassy near
the Government of Greece,
Cairo, Egypt.

Dated : December 27, 1943

Rec'd :

Secretary of State
Washington

A-33 December 27, 1943 7:00 p.m.

To Greek War Relief (number thirteen)

From Anderson

" At last two meetings MERRA requested American private agencies furnish approximately five hundred personnel for Balkans. This represents approximately two hundred for Greece and Dodecanese and three hundred for Yugoslavia and Albania. Now calling for immediate service ninety seven for Greece and seventy eight for rest Balkans. MERRA has stated American private agencies must decide now if they will participate, have stated further plans must be completed urgently, pending possible arrangements UNRRA and irrespective possibility of several months in Middle East during which time they can work in camps. This personnel mainly hygiene and sanitary units and implication American personnel will be under control MERRA distributed all over country with effort have complete units of Americans. Until we have clearance American Government to participate can hardly discuss definite plans now being made which apparently cover emergency relief to merge into permanent relief, or question of independence of action and particularly possibility follow our permanent relief program Suggest you call urgent meeting all private agencies arrange to visit Washington with one or two representatives possibly under chairmanship Skouras and obtain clearance all government agencies including Latimer. Endeavor to cable us full authority give a definite reply to MERRA and enable us negotiate. Please understand our stock clothing is most important contribution. MERRA has agreed in principle facilitate transportation of our personnel and supplies. Have discussed with Hill Archer fully. White Cyprus several days."

MACVEAGH

File:

BAnderson:lfs

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November 11, 1943.

To Landis

MEMORANDUM:

SUBJECT: Greek War Relief Association.

Mr. George White who was called to Cairo from Cyprus by the G.W.R.A. in New York is representing this Association in cooperative activities with M.E.R.R.A. for Greek refugees and has been instructed by G.W.R. to prepare for the arrival of three or four American personnel for this purpose. The G.W.R. has agreed on request of the Department of the Department of State, Washington, to finance the feeding of the refugees at least a very considerable portion of the feeding, but its personnel will participate in only such activities as have to do with morale and occupational projects. In addition Mr. White was instructed to consult with Mr. Archer (until recently a member of the board of directors of G.W.R. as to cooperation of that agency with federal or United Nations plans for Relief and Rehabilitation in the Balkans.

Mr. White yesterday took up with Mr. Archer the possibility of temporarily using the new office of O.F.R. in F.E.A. as a base with perhaps desk space although he expects to spend a great deal of the time in Cyprus where there is the largest group of refugees and where he has his own work in charge of public Welfare for the Cyprus Mines Corporation. Mr. Archer raised this question with Dean Landis and Mr. Landis thought there might be an advantage in having Mr. White within easy reach in view of growing necessity for co-relating the work of American private agencies with O.F.R. or its successor.

- 2 -

Mr. Archer then told Mr. White that if he would provide the desk and typewriter since our efforts to obtain furniture are already overstrained, we could give him desk space subject to the need for that space for our own staff when they arrive but we would be glad to have him continue to use our offices as his principal contact in Cairo.

Mr. White said that he understood this entirely and will expect to be told when the space is required for other purposes. He is very appreciative.

LAIRD ARCHER.

LArcher/mv.

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Telephone No.: REGENT 4080

FOREIGN OFFICE
BOARD OF TRADE

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50/24

Referer: le R511/33

~~POST-WAR COMMERCIAL POLICY~~

~~AND~~ RELIEF DEPARTMENT

Your Ref.

1/11, HAY HILL,
BERKELEY SQUARE, W.I.

11th November, 1943.

SECRET

FROM

(By F.O. Bag)

Brigadier K.J. Gabbett,
Foreign Office,
Relief Dept.

RECEIVED

Dear Matthews,

BUFFED

~~1/11~~
I have been here dealing with Voluntary Societies' questions in liaison with the C.B.S.R.A. since the 1st September under Sir Hubert Young and am putting my name at the top of this letter so that you can identify me in future.

Carter, whom you already know, is also here dealing (temporarily until he proceeds on another Field Mission) with Personnel matters other than Voluntary Societies also under Sir Hubert Young, and he will be writing to you separately, explaining his duties which will eventually be taken over by someone else when he proceeds abroad again.

2. I am writing regarding the question of the composition of Voluntary Relief Units. Your Savingram No. 240 Saving. of the 28th October was most helpful but there are still a few points which I (also the C.B.S.R.A.) would like cleared up:-

- (a) In the event of Women being permitted by the War Office to be included in Voluntary Relief Teams (in addition to Nurses). Will you (from the M.E.R.R.A. and C.A.B. Cairo point of view) want to impose any restriction in your demands for personnel as to what jobs it is /essential

W.T. Matthews, Esq., C.B., C.B.E.,
M.E.R.R.A.,
3, Sh. Ahmad Pasha,
Garden City, Cairo.

W.T. Matthews

essential should be filled by men? In other words could we leave it to the C.B.S.R.A. (in conjunction with the Cairo Council, if necessary) to supply men or women as they consider suitable, subject to any particular restriction in your demand regarding a man being essential for such and such a job? (see also (e) below - Release of Personnel) e.g.

- (i) Would there be any objection to a woman M.O. being supplied for a Mobile Hygiene and First-Aid Unit?
- (ii) Could all or any of a requirement for "Driver Orderlies", "Stores Officers", "Dispensers" etc. be women?
- (iii) What is the position re "Health Welfare Supervisors"? C.A.B. Cairo letter ATB/26520/101 dated 11-8-43 to you showed these all as women, but your No. 240 Saving. did not mention this.
- (iv) Is the restriction to a maximum of 4 women per Relief and Refugee Team final and absolute? Hogarth is rather worried about this in view of the manpower shortage.

(b) Static Disinfector (or Disinfestor?) Units

These now seem to be entirely divorced from Relief and Refugee Units to which you originally attached them: we presume they are now to be treated as separate units.

You do not yet appear to have demanded any of these units: will you kindly confirm?

(c) Water Purification Units

I have seen these mentioned in the minutes of your

/Cairo

Cairo Council Meetings, and your requirements to date seem to have been met locally so far.

I notice that they are not included in the detail of your No. 240 Saving, but if we are likely to be asked to supply such units we should like details with qualifications necessary for the personnel.

X (d) Other Units

Are there any other types of units which we are likely to be called on to supply?

X (e) Release of Personnel

We are meeting with some difficulties from the Ministry of Labour particularly in regard to the release of Doctors and Nurses.

X The man-power situation is so acute generally that, bearing in mind future demands and also presuming that the War Office will eventually permit women to be included in relief teams, a general dispensation from you to allow us to include women wherever possible, would be of the utmost assistance to the C.B.S.R.A. in building up their teams.

Meanwhile, while the War Office ban on women (except Nurses) exists, there is likely to be some difficulty or delay in meeting your demands due to so many of the men on the books of the Voluntary Societies being employed in essential industries etc, but we are doing everything in our power to effect early release and despatch of the 99 personnel to meet your outstanding demand.

We are also obtaining from the War Office a statement that these Voluntary Relief personnel are to be considered on a par with releases to the Forces.

The position with regard to members of the F.A.U. and I.V.S.P. is, of course, not so acute and we expect to obtain their release without difficulty.

3. Estimates of Future Requirements of Personnel

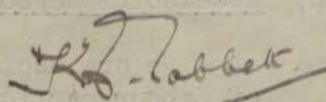
X As a result of discussions with the War Office and the Ministry of Labour, it is essential that an estimate of voluntary relief personnel likely to be required during 1944 should be in the hands of the War Office without delay, to ensure an allocation of man-power.

If the C.A.B., Cairo has not yet sent one to the W.O., could you ask them to do so urgently and you could send a copy to us.

Hogarth has been sent an estimate which originated with Barratt-Brown of 1,500 for the Balkans which seems to us very small.

I suggest the estimate might be in terms of teams and individuals, and any details you can supply to explain the requirements would be of value, when we have to substantiate our claim to an allotment for 1944.

Yours sincerely,



(K.J. Gabbett)

CVS(G)1.

TELEGRAM
OUT.MERRA 6486/33
50/26

4 Copies.

To:- FOREIGN OFFICE.

No. 246 SAVING.

From:- THE MINISTER OF STATE
RESIDENT IN THE MIDDLE EAST.

6 Nov 1943.

Desp'd. 6th November 1943.

Following for Leith Ross from Matthews.

- N/A Your telegram Hall Patch 3264. ¹²⁷
1. Your paragraph 1 noted.
 2. Your paragraph 2 position now in abeyance here consequent on receipt your 3403.
 3. Your paragraph 3 see my letter of 23 Oct ¹²⁸ and 2 above.
- N/A. Your telegram 3264 paragraph 4 and letter of 15 Oct.
4. Your intentions covering relation between conditions of service for British and non-British societies respectively not clear. Representatives of voluntary societies here strongly advise that conditions for all repeat all societies working under Cairo Council should be as proposals in Minute 7, Third Meeting Cairo Council Personnel Sub-Committee. These differ fundamentally from CBSRA proposals on conditions of service with regard to principle of financial machinery and control.
 5. I support this view and consider it necessary that:
 - (a) All equipment and transport should be on loan to societies and not sold to them.
 - (b) Such equipment and transport should be held by societies on loan from MERRA and not from army direct.
 - (c) All societies whether British or Allied, working under official direction, should be on the same footing.
 6. My reasons are:
 - For 5 (a) above:
 - i. Only in this way can essential control by responsible official authority be assured over activities of units once they have been equipped. This applies particularly to vehicles, which may need to be pooled or otherwise varied in their distribution from time to time.
 - ii. Probability of considerable proportion of vehicles and equipment being of lend-lease origin would make sale impracticable.
 - For 5 (b):
 - i. Though only available source in M.E. of transport and most equipment, and supplies in territories, will be army, consider impracticable that each society should deal individually with the various army departments in M.E. involved. Hence our proposal that MERRA should negotiate with and draw in bulk from army, control detailed loan to individual societies' units, and be responsible for ensuring proper use. Military authorities here support this, see Mideast to Troopers ATE/24918 of Oct 20.

1/53 (CUMM)

11./-.....

11. Under present understanding between Civil Affairs M.E. and MERRA it is a MERRA responsibility to accomodate and train personnel of approved units prior to proceeding to territories. For this MERRA must be able to obtain from army, stores camp accomodation etc.
111. Though direct military control of unit work in the field is envisaged during any military period it is essential that arrangements from the start are such that continuity is ensured on change-over to civil department responsibility.

For 5(c):

1. All allied as well as British societies are on equal footing on Cairo Council. This was particularly important in order to reduce demands on manpower of British Societies by exploiting local non-British sources anxious to cooperate.
 11. Impracticability of operating two systems side by side particularly in the field where it is already arranged that personnel from allied societies will be working as members of units from British societies, e.g. doctors and interpreters.
7. Proposals cover certain other services besides equipment, transport and working supplies: e.g. rations - medical treatment - P.O.L. - 3rd party risk, - accomodation when available, in the field - passages - rail travel - which during military period could conceivably be provided under direct arrangements between army and voluntary societies. But uniformity and continuity as well as my reason 1 for 5(b) above suggest balance of argument in favour of W.D. services and supplies all being handled under one common procedure.
8. Whether or not WD issue to MERRA is subject to subsequent interdepartmental adjustment does not affect above arguments. See in this connection Minute 7 of Third Meeting of Personnel sub-committee; paragraph 1, sentence 3, which suggests machinery for financial contributions by societies, whether British or Allied, without involving transfer to them of ownership of vehicles or equipment.

Distribution

H.E.F.R.A. (2)

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CUSTODY

Major Langman.

Reference 81951 CA15 from Troopers. Originally MERRA, as a result of the Third Meeting of the Personnel Sub-Committee asked the American Red Cross whether it could provide personnel to work under CAB during the period of military administration. At the same time a certain part of the allocation of personnel required was left open so that other American voluntary societies would be free to participate.

A letter was sent to the Relief Department on the 14th August, explaining the difficulties of approach to American voluntary societies and asking that London should inform us of what machinery should be used.

Since that date there has been considerable exchange of correspondence relating chiefly to the participation of the American Red Cross. The A.R.C. office here has no information except that given in the extract as to its position but in general it is very doubtful whether it will be allowed to supply personnel. At one stage, the A.R.C. office here approached the U.S. Commanding General, General Brereton as to his views and he rather curtly replied that he was not interested. For some time past London has been pressing that approaches should only be made through the War Office. The situation can only be cleared up in London and the best way to resolve War Office uncertainty is for various authorities in London to come to a firm agreement with the American authorities.

It is hoped that considerable progress can be made now that Landis is in the M.E. but now is not the moment to take the subject up until the Balkan Relief and Supply Board has got under way. I do not think we should mention this aspect to London.

Incidentally, there is a tendency for London to forget that there are other American voluntary societies as well as the American Red Cross. Representatives of the Greek War Relief Association, Near East Foundation the Mennonites of America have all shown a great interest and willingness to co-operate provided Washington gives permission.

26th October, 1943.

50/25.

EXTRACTS ON AMERICAN PARTICIPATION

Matthews to
Leith Ross
14.8.43.

"I presume you, however, have machinery for keeping the appropriate American authorities informed I should be glad of your views of the proper machinery of approach."

Leith Ross to
Matthews
17.9.43.

"With regard to American participation, you are doubtless aware of the exchange of telegrams which has taken place between the War Office, British Army staff, Washington and the C. in C. Middle East.".....

"In order to facilitate liaison with, and participation of, American voluntary societies, we have asked Hoehler to attend our Voluntary Relief Working Parties"

"Meanwhile, however, the arrival of Landis in Cairo may introduce another element into the situation, as the Americans may wish to coordinate the activities of their voluntary societies in the Middle East through him"

Hall-Patch to
Matthews
14.9.43.

"There has been a fuss between the British and American military about the employment of the American Red Cross in the Balkan area."

Troopers 71731CA15
22.9.43.

"It is undesirable that any requests for assistance whether in personnel or relief equipment from A.R.C. should be made by you either directly or through MERRA.

If you desire to go further with A.R.C. in present case or make any new requests you should communicate with us."

L.G.A.91/275
24.9.43.

"There are strong reasons of which we are not fully informed why we should not deal direct with the A.R.C. machinery in the Middle East, but only approach them in respect of stores or personnel through the Commanding General USAFIME.

Matthews to
Leith Ross
25.9.43.

"If the position can be cleared up at your end it will be a very great relief."

American Red Cross
to Matthews
12.10.43.

"We are authorised to release for Balkan relief such items from our present uncommitted supplies in the M.E. as are requested by MERRA, with the understanding that the distribution will be supervised by a small staff of ARC civilian ~~staff~~ relief personnel Until various groups in Washington and London have decided on further plans we cannot know to what extent further AMCROSS participation in the Balkans will develop."



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AMERICAN RED CROSS

October 12, 1943

RECEIVED

Mr. W. T. Matthews, Director General
MERRA
3 Sh. Ahmad Pasha
Garden City, Cairo, Egypt

My dear Mr. Matthews:

NA

In further reference to your letters of August 11 and August 18, 1943, relative to participation by voluntary societies in the expected program of relief in the Balkans through MERRA and the Civil Affairs Branch of the British Army, I wish to advise that these matters are still under discussion by various authorities in Washington and London, but we are in position at this time to make certain commitments.

As you know, the American Red Cross has a stockpile of civilian clothing in the Middle East area, both in Haifa and Cairo, to the value of approximately three quarters of a million dollars. These supplies are stored here to meet emergencies that may arise either in the Middle East area or in Balkan countries, and we are authorized to release for Balkan relief such items from our present uncommitted supplies in the Middle East as are requested by MERRA, with the understanding that the distribution will be supervised by a small staff of ARC civilian relief personnel, numbering possibly five or six qualified persons, who can be drawn from our present staff in the Middle East.

Civilian relief for the Balkans is of great interest to Americans, not only because of the fact that the armies of Yugoslavia, Albania, and Greece, by their continuing heroic efforts to overcome the Nazi yoke, have made us indebted to them, but also because of the fact that in America there are many citizens of Balkan descent. Until various groups in Washington and London have decided on further plans, we cannot know to what extent further Amcross participation in the Balkans will develop. We understand the need for coordination between interested societies and the government agencies, and we are well aware of the leading part MERRA has played in attempting to develop an intelligent plan for assistance to the military in connection with civilian relief in Greece and other Balkan countries.

50/24
Page 2
Mr. Matthews
October 12, 1943

It is suggested that you arrange a meeting between representatives of the Civil Affairs Branch, MERRA, and the American Red Cross, so that we may face the problems of transportation, warehousing, and distribution of ARC supplies under the supervision of ARC personnel, who naturally would coordinate their activities through MERRA and CAB.

We shall appreciate having you advise us as to when such a meeting would be convenient for all concerned.

Cordially yours

FOR THE DIRECTOR:

Charles E. Bailey

C. E. Bailey
Assistant Director
Middle East Operations

25th September 1943

G.L. Hall-Patch Esq.,
Post-war Commodity Policy & Relief
Department,
Board of Trade,
1/11 Ray Hill,
Berkeley Square,
London, W.1

Dear Hall-Patch,

19
Many thanks for your letter of the
14th September regarding the participation
of American Voluntary organisations particu-
larly American Red Cross in the Balkan Relief
effort.

22
In an attempt to remove the obstacles
I have addressed a letter on the subject to
Leith Ross under our reference CVB/GEN.

Believe me there is nothing objec-
tionable in our proposals. If the Army
Commanders do not object and the Americans
wish to participate in the work under our
discipline and aegis, there is no reason for
their exclusion. Politically it is very
desirable that they exclude themselves if they
should so wish rather than we should bear the
odium for exclusion action. We really do want
their assistance. Today we have been asked to
provide 10 additional Voluntary Society mobile

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hygiene and first aid teams as a "spear head" and have been warned of further demands to follow, not only for these teams but also for relief and refugee units. The hygiene and first aid team we have already equipped is moving off to "x" on Monday preparatory to embarking for action at "y".

Yours sincerely,

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24th September 1943

Sir Frederick Leith Ross, K.C.B.,
Board of Trade,
Imperial Chemical House,
Gillbank,
London, E.W.1

My dear Leith Ross,

A good deal of correspondence appears to be proceeding in many quarters regarding the question whether or not the resources of the American Voluntary organisations, including the American Red Cross, can be utilised during the Military phase in the Balkans.

Before the war the activities of American Voluntary organisations operating in Greece were co-ordinated by a special Committee which sat in Athens under the Chairmanship of Lord Archer of the Near East Foundation. In the period up to the time of the German occupation these organisations had sent appreciable quantities of relief stores into Greece. Those in transit to Greece on the withdrawal of the Allied Forces were diverted to Egypt and Beyruth, and have since been utilised by me in dealing with the refugees we have taken from Chios, Samos and other of the Aegean Islands. The American Red Cross have also supplied me with a good deal of fresh equipment.

22/02

It is only logical, therefore, that we should wish to continue to utilise the American Red Cross during the initial Military phase after Balkan liberation. This is also the case as regards the Near East Foundation and the Greek War Relief Association of America. In fact the latter organisation is supplying me with much money to meet current refugee costs. The arrangement with the American Red Cross is the subject of local agreement, copy of the terms of which are enclosed.

Our scheme provides that no voluntary organisation, team or unit, will go into the Balkans except at the express request of the Military authorities. Further that all the negotiations should be conducted through NUBRA, whose teams they will in fact be. The question has long ceased to be academic since we have already mobilised one Voluntary Society team which will probably be in operation in the field within the next two or three weeks.

We now learn from Troobers that it is undesirable that any requests for assistance whether in personnel or relief equipment from the American Red Cross should be made, and if we decide to draw upon the resources of this organisation, we must refer to the War Office, London.

This sort of thing makes it terribly difficult to carry out our obligations with the Civil Affairs Branch here, who require an executive personnel of some 1,200 people to work in the field either as welfare workers, members of hygiene and first-aid teams, or as refugee workers. This need cannot be met by the employment of C.A.B. Officers,

50/22.

and in such circumstances the sole available potential source of supply is the Voluntary Societies.

I do not know what logical grounds exist for excluding American Societies from the field in which they have operated all along. All their activities will be under the control of NERRA and the C.A.B. Branch so there can be no risk of uncoordinated effort or individual development. The principle of American participation in the Balkans Economic Board has been agreed and in such circumstances the exclusion of the American effort in the Voluntary Society field seems to me indefensible and unnecessary if, as appears, they wish to provide it. Nor in the case of the American Red Cross do I quite see why it should be necessary for us to refer to Troopers London before we can ask them to provide personnel or equipment which has been demanded of us by the Civil Affairs Branch, Middle East. Up to the present we have dealt with the American Red Cross Director of operations in the Middle East who transmits our requests direct to the American Red Cross Headquarters in Washington.

The telegram to which I refer above arrived within a few hours of an urgent request from Civil Affairs Branch to NERRA asking us to provide from Voluntary Societies clothing for the relief of the occupied Aegean and Dodecanese islands.

The American Red Cross is the sole organization in the Middle East holding any local stocks of clothing for Balkan relief. The War Office telegram precludes my acquisition of these stocks for the purposes in view and the islanders, therefore, must continue to suffer although their needs in this respect are capable of quick relief.

If the position can be cleared up at your and it will be a very great relief.

Yours sincerely,



I It seems valuable at this time, when the contribution of Voluntary Societies to the problem of large-scale relief and rehabilitation in the liberated territories of Europe is being considered and, in some quarters, called into question, to set down on paper some of the main principles that guide the work of such societies. What is here said will only, at most, represent the views of the British Societies and will be based on the measure of agreement that has been emerging from the discussions of the British Societies for Relief Abroad.

An introductory note is probably necessary on the origin of Voluntary Societies. Most societies arose during the nineteenth and early twentieth centuries as the result of the desire of disinterested and philanthropic people to meet the needs of different emergencies for which the theoretical "harmony of interests" was manifestly inadequate and the new agencies of the total state not yet sufficiently developed to provide. It is an important and interesting paradox of the nineteenth century that the instinct for disinterested and self-sacrificing action, embodied in the work of voluntary and philanthropic organisations, was in fact one of the pillars of the liberal and laissez-faire society which theoretically denied that individuals could promote the good of the community by pursuing any other than their own self-interest. In England and America, where voluntary societies have flourished as nowhere else, it has in time become necessary for the State to take over, as it did in many other countries from the start, most of the functions once performed by these Voluntary Societies. And it must be admitted at once that, as soon as it was agreed that the community should take responsibility for the health and welfare of its members through the agencies of the State, the original justification for the existence of voluntary societies disappeared.

not

It is important then to ask what the justification is now for the continued existence and work of Voluntary Societies. It is enough to say that their members have a body of valuable experience behind them. This could equally well be contributed to the working of the statutory agencies directly without necessitating the continued independent existence of the voluntary organisations. Nor is it enough to say that there are certain types of charitable work that they have always carried on, such as case-work, youth clubs, educational settlements, medical work and hospitals, international relief etc. Many similar activities, once the responsibility of voluntary agencies, have been taken over by the State. Why not these too? Then many societies are religious in origin and aim and their work might be justified as contributing to the religious life of the community, but that would cover only their forms of worship and education and their proselytising activities, not their social or relief work.

- II It will probably be simplest to examine the actual working relationship of Voluntary Societies and State agencies in order to discover what part they can play in a community adequately organised to provide all its own health, welfare, educational, relief and other social services.

1. Financial Relations.

Of recent years it has become increasingly the practice for voluntary societies to receive grants, varying in size but often amounting to nearly 100% of expenditure by societies on specific pieces of work, from Government funds. A 50/50 Treasury grant to Voluntary Relief Agencies was made after the last war; the National Council of Social Service has had a 75% grant during this war for its Citizens Advice Bureaux; the Friends' Ambulance Unit has received nearly 100% grants for its work in Ethiopia since the liberation of that country; the American Red Cross has spent millions of dollars of Public Funds in its work for the American armed Forces. In most cases Societies tend to remain responsible for the training, personal equipment and wages, salaries or allowances of their personnel, so that they do remain members of Voluntary Societies rather than Government employees. The actual sources of the funds of Voluntary Societies are, moreover, to a great extent dependent upon Government action. It is largely the tax-exemption of charitable donations and funds that keeps the societies alive today. Sums donated to charities would otherwise for the most part have to be handed over to the State in the form of taxes or be contributed in the form of savings and it is hard to see why the community should wish to see a part of its taxes, savings and voluntary contributions handed over to organisations, whose efficiency is often low, whose overheads are often high, whose disinterestedness is not always apparent and over which it has exercised little or no control.

peacetime

In war time one may well be forgiven for seeking to find a reason why the community does in fact ~~still~~, rightly or wrongly, still rely in part and for some of its services on the voluntary contributions of certain members of the community. For in time of war practically all members of the community are united in one single aim. In peace there cannot be the same measure of agreement on the main lines of State expenditure and some latitude has to be left for individual and group enterprise and interest. The attainment of the good life for all is a far less easy criterion to apply to State expenditure than the defeat of the enemy is to wartime expenditure.

~~the theory~~. Here perhaps is to be found the justification for the continued work and existence of Voluntary Societies. Even if it is far from certain whether there is any justification for separatist activity in a national community that provides adequately for the health and welfare of all its members, it may certainly be necessary, in the as yet undeveloped nature of generalised international community sense for those members of all nations who feel this sense more strongly to have an outlet for their interest in work which would still not have the support of the majority of the fellow members in their own own or any other national community. It may well be that the Voluntary Societies have a big part to play after this war in stimulating the interest and conscience of members of the richer national communities in the needs of the poorer and less advanced. The sense of responsibility of all members of any national community for the welfare of the whole is probably now adequately developed, at least among the so-called "Western" nations, to ensure that every member of the community is adequately provided for. But this is far from true in the international European, let alone the world, community. Here the appeal of Voluntary Societies to those who have food, clothing, shelter and health and other social services to spare, ~~will~~ to ensure that one half of the world is not left to starve, to go unclad and uncared for, while the other half enjoys, if not abundance, at least an adequacy. The belief in the practical interdependence, economic, political and social, of all peoples has not yet been finally and universally proved by events nor the belief in the theoretical "harmony of interests" finally disproved.

2. Personal Service.

If it is a fact that the Voluntary Societies have an appeal to the funds and self-denial of some members of the community which the State as such lacks, then it is at least as true that Voluntary Societies have an appeal to the personal service of some who would not have the same interest in Government service. Here the Voluntary Societies may have a particularly useful function to perform in so far as they can harness the services of those whose incentive is not financial but a disinterested desire to serve and of those who might not either by reason of time (e.g. other obligations, such as families) or of special circumstances (e.g. peculiar religious beliefs) be easily fitted into Government service. Again here, the Voluntary Societies can have a rather special contribution to offer in making use of people who are genuinely disinterested and concerned with the more individual and human aspects of welfare and relief.

Voluntary Societies have always drawn their membership either from those who shared their particular aims or beliefs or from those who wished to share in the sort of service which societies have performed and the way in which they have performed it.. In this way Voluntary Societies can provide a valuable screen for the types of person suitable for the ~~the~~ work to be undertaken. Those who do not share the approach or sympathise with the views of Voluntary Societies should join the State service and concern themselves with other aspects of work. This is not to suggest a sort of 'State Voluntary Society'. An organisation with some of the aspects of a Voluntary Society - e.g. voluntary personnel like the WVS or independence of research and publication like Chatham House - might be justified on some grounds but not ~~an~~ ex hypothesis on this one that we have been considering. Nor is this to exclude necessarily the emergence of new societies for special purposes. Rather should these be

Tradition

encouraged, if they genuinely fulfill the conditions suggested. But ~~the tradition~~ these conditions are embodied in the tradition of disinterested and humane service for an ideal which is separate from the actual service to be rendered and in the general spirit and approach to work which this engenders. And it is this tradition which justifies the continued existence of at least some of the old societies and would justify the emergence of any new ones which possessed it. Such an approach to work would be unlikely to be shared by an artificial state appendage with no other *raison d'être* than the performance of a certain job of work.

3. Independence of action.

The relations between the Voluntary Societies and the State in actual operations reflects the two situations already indicated - a large proportion of Government finance and the encouragement of the disinterested human motives behind the giving of personal service. Control of the ~~expenditure~~ expenditure of Government funds is limited to general guidance and demarcation of the field and framework within which sums shall be spent. Freedom in the actual method of approach to work is set within the limits of general Governmental policy. Grants can always be withdrawn if official policy is transgressed. Recommendations based on personal and executive experience can always be made, and are often solicited, with regard to future official policy. The relations of the Voluntary Societies to the State is generally more one of partnership than of contract. Neither the freedom of societies from statutory interference nor the control of the purse strings by the State are as a rule construed negatively. The work of Voluntary Societies tends to be supplementary to or complementary of official plans. Rarely is it purely ancillary and still more rarely competitive.

This supplementary and complementary work of Voluntary Societies takes a number of forms, which indicate the advantages of the continuing identity of the societies in collaboration with official plans:

(a) There is the human touch of personal service and care for individual human needs within the inevitably impersonal large-scale Government administration. For example, there is the existing work of the L.C.C. Child Care Committees where voluntary workers of Voluntary Societies play their part within the official L.C.C. scheme. Again Voluntary Society workers might carry on the Citizens Advice Bureau principle already established under the National Council of Social Service by providing a Welfare Officer at each of the Social Security offices, proposed under the Beveridge Plan. In the field of international relief there will be welfare work among large numbers of displaced persons and there will be the need for social and educational centres where people of different views and ~~and~~ different nationalities can meet and get to understand each other and discuss controversial topics in a milieu that is itself independent of any particular Government, opinion or creed.

(b) There are the needs of the small groups which fall outside the official categories of persons to be ~~must~~ assisted by the Government agencies. Human beings do not admit of easy categorising and there are in almost any large-scale plan those who are not covered. Voluntary Societies can make special provision for these persons without incurring the criticism that the State is providing certain special benefits for some members of the Community which cannot be extended to all. For example, free issues

of goods and services can be made to certain persons as a private charity, which could not and should not be made universal. *The extent of these should of course be limited and kept well within the framework of Social Planning.*

(c) Personnel of Voluntary Societies can be used as emergency workers to be sent to the scene of disasters - air-raids, floods, plagues, famine, earthquakes etc. - to start relief work. The adaptability and non-rigid organisation of Voluntary Societies may enable them to get into the field before the more slow-moving machinery of large-scale Government planning can get under way. Such teams of Voluntary Societies' workers could be sent wherever the need was greatest to fill the gap before official operations begin.

(d) The way in which Voluntary Societies have in the past initiated work which has subsequently been taken over by official agencies indicates another field for their operations. Voluntary Societies can afford to take risks and to make experiments in a way that an official department of State cannot. The time may come when Governments will set up their own risk-taking enterprises and experimental schemes. At present the British Government at least seems chary of branching out into this sort of activity. Where it has done so, as in the Medical Research Council and the Institute of International Affairs Research and Press Department, the tendency seems rather to deprive these offshoots of their independence of action (including propaganda and critical publications) and to bring them more completely within the framework of State administration rather than to encourage their independent activities subject always to showing some return for the funds invested in them. *It is an interesting fact that, where in North Africa a number of members of Voluntary Societies were taken over as ~~member~~ Government employees within the official American relief agency, two reported that they found they were neither accepted as full and trusted members of the administrative and executive hierarchy nor had they any longer the corporate independent strength of being members of a Voluntary Society with considerable standing. They fell rather unhappily between both stools. For the time being then there would seem to be a case for the Voluntary Societies continuing to experiment and take risks, provided they do in fact do so and do not become themselves so highly organised as to be unable any longer to fulfill this function. ~~It has~~ ^{has} already ^{been} noted that a Voluntary Society can provide services and facilities for a few members of the community where the State must always legislate for the whole. This is a particular valuable asset in the field of research and of controlled experiments where a small section ~~work~~ of the community may be taken as a special area for study.*

(e) This independent field for experimenting in forms of service and welfare indicates a ^{new} further function of Voluntary Societies. ^{As} independent organisations maintaining their identity in collaboration with official agencies they can provide a valuable source of constructive criticism and a check on the actions of an administration which, in becoming increasingly large-scale and comprehensive, must inevitably become more remote from criticism and from the actual executive level of its work. This puts a great responsibility upon Voluntary Societies which, having their main concern in the executive level of work and particularly in personal service, do have access to the facts upon which informed and constructive criticism of the higher administration can be made and, being at the same time outside the hierarchy of bureaucracy, can make their views felt at the top of the administrative machine. In this

way the "democratic" control of the State by the community for which the state is the agent can be strengthened and the views of the ordinary citizen who knows "where the shoe pinches" made more articulate. Without devices of this sort the complete and comprehensive responsibility of the State for the interests of the whole community may easily be abused and totalitarian government provide less rather than more freedom for the full development for all citizens and a rule that is in the interests of the few who rule rather than the many who are ruled.

(f) It has already been noted, in connexion with the field for personal service of human welfare that may be given by members of Voluntary Societies, that this is more easily provided in international relief work by Voluntary Societies than by Governments so long as the independent status of voluntary societies vis-a-vis Government policies, political beliefs, business interests etc. is maintained. Here again a heavy responsibility lies on voluntary societies in so far as in relief work they will not only be looked to as the representatives of the Allied nations which have won the war, but also in ~~the~~ a position to interpret British and American views to the peoples of Europe and to act as reconcilers of differences. Where the motives of foreign governments in importing relief goods, developing potential markets and giving advice to newly formed national governments may be suspect, it may be that the advice and assistance of voluntary societies with no political or business interests may be acceptable. And the more closely voluntary societies can be associated in the first stages of immediate relief of disease and starvation, the more acceptable will be their advice and assistance in the far harder tasks of rehabilitation. The principle of co-operation in reconstruction, rather than of charity of the "giver and receiver" relationship in relief, theoretically embodied though it is in the constitution of UNRRA may find its only practical expression in the work of voluntary societies. *h*

This assistance of voluntary societies should not be thought of as an alternative to some international organisation like UNRRA but as an essential element within the Anglo-American or international Relief Mission, which will probably be established in any liberated country after its first military stage is over.

(g) The value of this cooperation in reconstruction is enormously enhanced where voluntary societies have counterparts or sister organisations in the countries in which they are working. When the Council of British Societies for Relief Abroad was established in London it was clearly laid down that membership should be limited to British societies which have national counterparts in more than one other country outside the British Commonwealth or to British branches of international societies which for reasons of communication or emergency of war, were very largely conducted from the UK by their British branches. Thus the basis of international cooperation in relief and rehabilitation work was clearly envisaged from the start. British voluntary societies had in mind that the revival and support of their fellow organisations in the countries of occupied Europe would be one of their first tasks. In this way, it would be possible for the ~~main~~ work of relief to be done in partnership and as part of the wider rehabilitation of the territories liberated from Axis rule. National voluntary societies have still a large part to play in many of the countries of Europe where the principle of community responsibility for the welfare of all ~~its~~ members is far from having the nearly universal acceptance that it has in Great Britain.

*Voluntary *h**

Just as the State has taken over in Great Britain most of the functions of British national societies in the past, so, in the future some form of international organisation may take over most of the functions of international voluntary societies. The work of these international societies will be equally necessary if some form of inter-

national organisation is set up which falls short of fulfilling all its international obligations or receives only the half-hearted support of its members. And this work will continue to be needed until the sense of community responsibility is at least as great in the international community of nations as it is in the national communities such as Great Britain and the Scandinavian countries today. When that day/dawns, the justification for voluntary societies will have to be based on some of the earlier considerations mentioned above, but until that day the voluntary societies will have a big part to play in overcoming the pride and suspicion of the poorer and less advanced nations at the interference in the their welfare of the richer and more advanced, and thereby greatly assisting the work of the Relief Mission suggested above.

III In examining the relationship between voluntary societies and official agencies it has been necessary to refer more than once to the method of approach and the principles of actual work of ~~voluntary~~ societies. The existence of some such characteristics of voluntary societies has indeed been the basic assumption in considering the justification for the part which it has been found that societies can play in welfare, relief and rehabilitation. It is the main purpose of this paper to examine these principles and to reveal whether or not that assumption is itself justified. It has already been found that voluntary societies have in fact a ~~part~~ part to play, particularly in the field of international relief, provided they fulfill certain conditions and exhibit certain characteristics. Do voluntary societies in fact exhibit these necessary characteristics? In so far as they were shown not to do so, the justification for their continued existence could not ~~longer~~ be upheld. It remains only to list and expound the main principles of the work of voluntary societies, already clearly hinted at, and to refer them specifically to the field of international relief.

The main aim of most voluntary societies is not so much the efficient accomplishment of a certain piece of social or relief work as the general betterment of the lot of the oppressed, the needy, the wounded and suffering and the general assistance of mankind towards the enjoyment of 'the good life' by all human beings. Different societies may be concerned particularly with one field or type of work, but fundamentally this concern arises from a more general humanitarian or religious aim. In the field of international relief this general aim may find its expression in a concern for the promotion of friendship and understanding between peoples of different races, religions and nationalities, and the relief work of such societies be only, as it were, incidental to this.

It is this main general aim that gives rise to certain principles and methods of working which must be noted:-

1. The principle of Personal Service.

Voluntary societies are generally concerned to assist and understand individuals and to help the growth of the human spirit and human relationships, which suffer as much as the purely physical well-being of those who have endured the full fury of war and oppression. This means that societies tend to be more interested in the human aspects of personal service in relief work than in the more large scale impersonal distribution of supplies. For in this way the human spirit is more easily approached and human

relationships more easily rebuilt.

2. The principle of no discrimination in assistance.

In giving service and in providing supplies, voluntary societies do not discriminate on account of race, religion, political opinion, creed or nationality. This principle goes further than non-discrimination; it involves practical tolerance of differing views and non-interference in political or religious matters. Relief is the most powerful of political weapons and the members of voluntary societies can only retain their right to assist in the work of relief if they maintain a scrupulous impartiality and if they refrain entirely from abusing their position by making capital either for themselves or their societies or their own countries or for any particular opinion or belief out of their relief operations. Voluntary societies would immediately abrogate their position if they set any discriminatory conditions on the provision of service and supplies, unless it be a purely administrative discrimination in favour of those in greatest need or those in certain allotted areas. On the other hand, in order to maintain their non-discriminatory position, voluntary societies may be forced to interfere to some extent in the political affairs of a country where non-intervention means passive acquiescence in the attempt of the strongest section of a community to use foreign relief workers and supplies for their own selfish sectional purposes. In these circumstances relief workers can only do one of two things - either insist that their principle of assistance according to need shall be adhered to or withdraw - if they are not to be held to approve of oppression and to be betraying their own professed beliefs.

decided upon by Relief Mission,

3. The principle of Self-help.

The voluntary societies will be able to overcome the difficulties just outlined more easily if they follow a third principle, that of self-help - i.e. of helping people to help themselves rather than doing so much for them that they become dependent on charity and unable to stand on their own feet. Sir William Goode in his report on Economic Conditions in Europe after the last war gives a number of examples of cases where the permanent rehabilitation of a country was definitely postponed by the too great provision of charitable relief to the population. In addition to this danger there is, moreover, the further psychological danger inherent in the "Giver-receiver" relationship. A population may not only become lethargic and unenterprising as the result of too much charitable relief, it may also become sullen, resentful, ungrateful and uncooperative. Yet in the early stages after the liberation of territories from the Axis it will be essential to provide food and other relief before the populations can even begin to set their own houses in order.

relief

of these countries

The remedy here is the same as with the problem of discrimination. Local personnel and organisations should be brought into the work from the very beginning and more rather than less where the community is divided against itself. But cooperation should be maintained with each section, not only with the strongest, and in cooperation on an urgent task some effort to reconcile differences and to achieve justice may be attempted. It is not enough to bring in the local people simply as agents of the foreign administration. They must after the very first days be admitted into a share in the direction of work. It is they who will have to take over when the Relief Mission goes and it is they who will know local needs far better than any outside agency. It is only necessary then to

Principles of work 9.

to guard against discrimination, in making the local committees responsible for the work, by seeing that they are truly representative. The committees will have to work closely under the direction of the Relief Mission and their powers, at least at first, will be little more than consultative; it is however the principle of the thing that matters.

Working within a Relief Mission, voluntary societies may be of the greatest assistance in this way.

It is an important principle, whether for camp administration or for the control and distribution of supplies, and it will be far easier for voluntary societies than for official agencies to apply it. Societies are likely to be more trusted as impartial and disinterested and can at the same time throw in their weight to insist on the adherence to equitable principles without the political complications involved when this is done by Governments. Before the Peace Treaty or until UNRRA is set up this is going to be a matter of the first importance. Many societies, moreover, have considerable experience of this sort of negotiation in English local and national government.

fully established in operation

4. The principle of Welfare.

Voluntary societies being concerned not so much in the actual work of relief as in the long term reconciliation of peoples or the rehabilitation of their countries are, therefore, interested to further the general welfare of people which covers both relief and rehabilitation. If relief is separated from rehabilitation either in planning for or in the organisation of relief, resources may be wasted and the general welfare of the people neglected. Voluntary societies, if they are true to their principles, will have to balance their desire to bring immediate help to as large a number of people as possible against the danger of misusing the limited resources available. Immediate relief may have to be held up so that resources can be used in such a way as to assist most towards the permanent welfare of peoples in need of help. It will not be easy to reconcile short-term and long-term considerations, but adherence to the general principle of welfare may prove a useful guide. This principle combined with the principle of self-help may help also to overcome the dangers inherent in the "Have" and "Have-not", "giver" and "receiver" relationship. *Of course, here, voluntary societies, while working wholly within the Relief Mission, may be able to ease some of the difficulties.*

5. The principle of Partnership.

The principles of welfare and of self-help combine naturally in the principle of partnership. In theory this involves approaching the tasks of relief work in a foreign country in the spirit of partners in reconstruction rather than rich uncles with relief goods. In practice it means working as far as possible through local committees not only at the field level, in camps and local villages, but also on the national level. It will always be wisest for the Relief Mission in any country to have a central committee on which are represented all the various interests, political, religious, racial and sectional, and through which as far as possible the executive direction of the work is carried out. Again, this committee may be largely consultative, but its members should get the sense of sharing in the task of reconstruction rather than receiving relief and the feel of responsibility in administration denied them for so long under Axis rule. Again, such a central committee may be far easier for voluntary societies to work, as they will not be suspected of trying to 'take over' the running of an independent nation-state nor of having any political bias.

and executive work

and other

after the Official
Relief Mission has left,

Relief will not be one of the peace-time functions of most Governments and such a committee as suggested may be of great assistance in the slow transition to complete management of all affairs by properly constituted Governments. For relief may well have to be carried on for some time after the management of all other affairs has been handed over and the committee will be able to provide the machinery for continuing outside assistance, without transgressing the independence in domestic affairs of properly constituted governments.

6. The principle of cooperation.

Of recent years there has been a growing spirit of cooperation, not only that between voluntary societies and official agencies which has already been noticed, but also that between different voluntary organisations. A plethora of coordinating councils has grown up between the wars and the latest examples of these are to be seen in the relief field, where, though the instigation has come in the first instance from official quarters, the principle of cooperation has been universally welcomed and the practice considerably developed. Councils of voluntary societies are not only allocating fields of function and coordinating plans, they have actually been allocating specific requests for work among their members, laying down terms of service, compiling registers of personnel, cooperating in joint training schemes and even pooling the raising and expenditure of funds.

Besides cooperation between voluntary societies and the state and among voluntary societies themselves there is also the tradition of close cooperation between voluntary societies and local organisations. Societies are rarely found nowadays doing a piece of work which can be called completely their own, but more often than not are found giving assistance to some local scheme and working within the framework not only of national planning but also of local execution. This was particularly noticeable in all air-raid relief work in Great Britain and the experience is likely to be of the greatest value in the problems of local cooperation in European relief.

7. The international principle.

It has already been noted that, when the Council of British Societies was set up in London, it was agreed to limit membership to those societies with branches or fellow societies in more than one other European country. In this way the principle of international fellowship among voluntary societies was firmly established from the start. One of the main tasks of voluntary societies will be the revival of their branches in occupied countries and assistance in the recruitment of members for the work of relief and reconstruction. The international affiliations of voluntary societies will, moreover, put them in a strategic position for carrying out all the principles expounded above and particularly those of self-help, welfare and partnership. But to use this asset to greater effect, societies both national and foreign must be able to get into liberated territories at the earliest possible moment, so that they can immediately help to rebuild their old branches and so that they can gain the trust of the people in ~~their~~ emergency, without which trust they will be unable to carry out so effectively, if at all, their longer-term work. *Think not to suggest that they should go in alone or start their independent long term work at once. It is envisaged that they will from the start work closely within the framework of the Relief Mission, but when it becomes possible to be in a position to carry on with the properly constituted Government of the Country*

work

IV It now only remains for the reader to decide whether in ~~his or her~~ his or her experience the voluntary societies do in fact live up to the principles here laid down. If they do, then there is reason for believing that there is some justification for their continued independent existence, at least in the field of international relief.

MSamath Brown

22.9.43.

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File

BOARD OF TRADE

WILSON

BUFFED

17th September, 1943.

My dear Matthews,

N/A I regret the delay in replying to your letter of the 14th August forwarding copies of the minutes of the 3rd Meeting of the Personal Sub-Committee.

N/A I was hoping that I would be in a position to give you more up to date information with regard to the War Office policy towards voluntary organisations than that I described in my letter of the 19th August; ^{1st} but, so far, repeated enquiries have not succeeded in eliciting any decision from them. I hope, however, that it will be forthcoming very shortly.

Once the policy has been settled we should be able to go ahead rapidly with the points you mention; meanwhile you will see from the minutes of the Second Meeting of the Main Voluntary Relief Working Party held on 2nd September ²² (sent under separate cover) that the ^{N/A} C.B.S.R.A. is proceeding tentatively with the allocation of their contribution to the requirement and I am assured that there should be little difficulty in finding the personnel in question. They are at the moment holding what they call a "trial mobilisation".

W.T. Matthews, Esq., C.B., C.B.E.

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The terms of service of the personnel is a matter which will be taken up energetically with the War Office once the latter have decided on their main policy towards voluntary societies.

With regard to American participation, you are doubtless aware of the exchange of telegrams which has taken place between the War Office, the British Army Staff, Washington, and the Commander-in-Chief, Middle East. The situation is not yet clear, but the copy of the record of my talk with Norman Davis on 2nd September (which Hall-Patch forwarded to you on 14th September) throws some light on the attitude which will be taken by him.

In order to facilitate liaison with, and participation of, American voluntary societies, we have asked Hoehler to attend our Voluntary Relief Working Parties, and he has been sent copies of the memoranda regarding liaison between C.B.S.R.A. and the Cairo Council which Hall-Patch sent to you with his letter of the 20th August. I note that you have agreed to the suggested procedure in your telegram No. 2060 of the 9th September, and the C.B.S.R.A. has been informed accordingly. 117.

Meanwhile, however, the arrival of Landis in Cairo may introduce

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another element into the situation, as the Americans may wish to co-ordinate the activities of their voluntary societies in the Middle East through him, which would appear to cut across the War Office desire to co-ordinate through London. Until, therefore, the situation about the American voluntary societies, and the exact scope of Landis' activities is known, it is impossible for me to suggest what is the best channel through which to approach the American societies. However, the link through Hoehler can always be used if this course is found acceptable to all concerned.

Yours sincerely,

J. W. Leitch Ross

50. 50/19.
Post-War Commodity Policy and
Relief Department,
Board of Trade,
1/11, Hay Hill,
Berkeley Square,
London, W.1.

14th September, 1943.

Personal
BUFFED

Dear Matthews,

There has been a fuss between the British and American military about the employment of the American Red Cross in the Balkan area. I do not know all the details so I cannot pass them on, but apparently great caution is needed in suggesting American participation in the Balkans.

114 For your personal guidance I am enclosing a copy of a note by Leith-Ross of a talk he had on September 2nd with Norman Davis, the Head of the American Red Cross. This note has just come to my notice and I thought I had better send you a copy as soon as possible so as to give you the background if telegrams should commence to pass on the subject.

Yours sincerely,

S. L. Hume-Patch

W. T. Matthews, Esq., C.B., O.B.E.,
Office of the Minister of State,
M. E. Relief and Refugee Administration,
3, Sh. Ahmad Pasha,
Garden City,
Cairo.

V.S. / G.P.

50/18
BA
BSP

To : Mr. Matthews.

I met Mr. Fryer this morning and discussed the organisation of relief in the Balkans, N. Africa and Sicily.

1. I outlined the terms of reference and the position of MERRA vis-à-vis the Army and the Voluntary Societies, emphasising in particular the close relations which exist between us, the Army and the Voluntary Societies as a result of our operations during the past eighteen months. In particular I referred to the agreement with the American Red Cross and to the willingness of the Voluntary Societies to work under MERRA's leadership and to accept military control and discipline if they are called upon to work during the period of military administration in the Balkans.

2. Mr. Fryer outlined the organisation of AMGOT and pointed out that certain functions of the AMGOT organisation are being separated from the remaining functions in order to facilitate the taking over of these functions by a civil administration at the earliest possible moment. These functions are:

- (1) Supply and procurement, including procurement of local produce.
- (2) Supply ~~and~~ distribution, including rationing systems, price control, etc.
- (3) Relief, including refugees and mass feeding.
- (4) Public health administration.
- (5) Agricultural rehabilitation.
- (6) Industrial rehabilitation.
- (7) Exportable surpluses from local production.
- (8) Warehousing and transportation (except those forms of transport which will remain under control such as railways, sea transport, etc.).
- (9) Administration services including finance.

The whole organisation will be under an area director who is presumably equivalent to the area director referred to in the A.T.B. paper recently circulated.

3. Mr. Fryer was of the opinion that there is no place for Voluntary Societies in the first stages of such civilian administration. He took the view that executive work in the field would be carried out by local bodies and not by Voluntary Societies brought in from outside. He also said that no Voluntary Societies were being used by AMGOT in the earliest stages.

4. I pointed out the great importance we attached to the executive work of Voluntary Societies in the military stage. The difference of opinion is, I think, based on the following facts:

- (1) AMGOT took no executive personnel into the field with them. Their staff was an administrative

staff

staff which relied entirely on local agencies. C.A.B. M.E. on the other hand believe:

(a) That trained executive workers must be taken into the Balkans especially mobile first-aid hygiene teams;

(b) That experienced Voluntary Society staff have specialised knowledge which will be extremely useful;

(c) That during the initial stages executive workers who have been trained in advance will be of especial value since it will take some time to organise the local effort.

(d) That Voluntary Societies can provide a trustworthy staff for those functions which C.A.B. will be reluctant to hand over entirely to local personnel until their integrity has been proved.

(2) Experience of official bodies with Voluntary Societies in N. Africa appears to have been unfortunate. The Voluntary Societies have been impatient of control. In the Middle East, however, we have a long history of satisfactory co-operation and we are optimistic as to the possibilities of persuading Voluntary Societies to work under orders and under discipline.

5. Mr. Fryer makes the point that when civil administration takes over from AMGOT it can be assumed that local relief organisations will already be organised and that at that stage external Voluntary Societies would not be required. He thought that Voluntary Societies should only operate at a later period when they will be concerned with long term projects such as special hospitals and orphanages. A further point made by Mr. Fryer was that although the AMGOT set-up was sound few supplies had however gone forward. AMGOT's supply planning had been limited in range and at a very early date OFFRO had been requested to produce supplies to assist the military. These supplies had been available because OFFRO had been stock piling for civilian relief at a later date.

8th September, 1943.

Mr. Pickard.

The energies of all relief agencies whether official or unofficial must be concentrated on this relief problem and the function of the official organisation is to utilise them as auxiliaries to their own efforts, keeping their activities under co-ordination and control. Any attempt to shut out disciplined voluntary effort is doomed to failure and must lead to unexpected and unlooked for results.

9th September, 1943.

Note of Conversation with Mr. Norman Davis

I had a talk with Mr. Norman Davis this morning. As regards U.N.R.R.A., he said that O.F.R.R.O. had gone ahead rather too fast and had alarmed Congress by the publicity it had issued. Lehman had collected some very brilliant people, but their emphasis on social reform had excited considerable criticism with which was combined some anti-Jewish feeling. The State Department had, he hoped, straightened this out and he did not think there would be any difficulty in Congress about the acceptance of the Agreement, but Mr. Cordell Hull had advised Lehman to put the relief aspects of his work in the foreground, although rehabilitation would certainly have to be covered as well.

Mr. Norman Davis agreed with me that the prospects of an effective relief programme being organised in time were none too bright. The difficulty would be to get adequate supplies together and for this reason the State Department had supported the proposal that the War Department should be responsible for securing supplies for the first six months. This ought to give a breathing space.

Mr. Norman Davis then raised with me the question of Matthews' request to the American Red Cross for assistance in the Balkans. The American Red Cross were quite prepared to help, but the arrangements would have to be cleared between the Army Commanders before anything could be settled. We should bear in mind that the American Red Cross was entirely different from anything that we had in this country. Their organisation was an essential part of the operating U.S. Army. More than a hundred of their staff had accompanied the American Army into Sicily and one of them had been killed on the beach. Their job was to help the Army authorities not in dealing with casualties but in general support of the welfare of the troops. Being attached to the Army, the War Department kept them informed of operational movements and they could work in the theatre of operations. But they could not leave their people behind once an area had got more or less settled, and they would have to pull up their people to go along with the Army. Thus, whereas the British Red Cross and other voluntary societies could be brought in at the second stage, the American Red Cross could not undertake to help except in the first stage. Subject to the matter being properly cleared with the Army authorities, Mr. Norman Davis said that he would try and arrange for suitable personnel to be made available for the Balkan theatre, but he thought that any arrangement by which personnel for this purpose was recruited from British, American and Greek sources on the lines which Matthews had suggested needed to be carefully

looked/

looked at from the organisational standpoint. It would be a hopeless muddle if these different units were to regard themselves as operating independently. They must be integrated under a single control and have at the head somebody with experience and authority. The American Red Cross would not be prepared to co-operate unless this was fixed up as otherwise they were sure that the arrangements would not work. I told him that I did not know who was intended to take charge of the work in Greece, but personally I hoped that Matthews could be put in charge of it. Mr. Norman Davis said that he had very good reports about Matthews from Col. Bain who was his representative at Cairo and who had worked closely with Matthews. He would himself be going out to pay a visit to North Africa and Sicily and he had cabled to Bain to come and meet him in North Africa.

2nd September, 1943.

Mr. Norman Davis then talked with me the question of Matthews' request to the American Red Cross for assistance in the Balkans. The American Red Cross were quite prepared to help, but the arrangements would have to be cleared between the Army Commanders before anything could be settled. He should bear in mind that the American Red Cross was entirely different from anything that we had in this country. Their organisation was an essential part of the operating U.S. Army. More than a hundred of their staff had accompanied the American Army into Sicily and one of them had been killed on the beach. Their job was to help the Army authorities not in dealing with casualties but in general support of the welfare of the troops. Being attached to the Army, the War Department was then informed of operational movements and they would work in the theatre of operations. But they could not leave their people behind once an area had got more or less settled, and they would have to pull up their people to go along with the Army. Thus, whereas the British Red Cross and other voluntary societies could be brought in at the second stage, the American Red Cross could not undertake to help except in the first stage. Subject to the matter being properly cleared with the Army authorities, Mr. Norman Davis said that he would try and arrange for suitable personnel to be made available for the Balkan theatre, but he thought that any arrangement by which personnel for this purpose was recruited from British, American and Greek sources on the lines which Matthews had suggested needed to be carefully

50 28th August, 1943. 50/16 II
Gen. Dirg

THE POSITION OF VOLUNTARY SOCIETIES IN THE
MIDDLE EAST AND THE BALKANS

DRAFT:

~~The~~ Voluntary Societies have rendered very great assistance over the last three years to H.M.G. in the Middle East. ^{NP} Apart from the ~~ordinary work of welfare~~ assistance ^{rendered to} ~~vis-a-vis~~ the armed forces and assistance rendered by the American Field Service and the Friends' Ambulance Unit, such Societies ^{such} as the American Red Cross have rendered invaluable assistance both to Civil Departments and to the Army. ⁱⁿ ~~providing~~ supplies for the Polish ^{by Greek refugees} ~~evacuations and helping in emergencies in providing~~ ^{medical supplies for} ~~ordinary supplies to~~ British Military Hospitals in Persia as well as emergency food supplies for the Political Branch in Tripoli. ^{are examples of work done and for the A.C.C. Africa} The Friends' Ambulance Unit have co-operated with the Spears' Mission and ^{later} with the M. of I. in running mobile clinics in Syria. ^{NP} Voluntary Societies have worked within the official machinery and have been most amenable to official guidance. This is perhaps illustrated best by the agreement drawn up between MERRA and the American Red Cross of which a copy is attached.

2. It was against this experience that MERRA proposed after considerable discussion with the interested authorities in Cairo to set up a Council of Voluntary Societies under ^{its} ~~their~~ auspices. MERRA telegram No. 69 Saving was sent to London on the 9th June and made it clear that among the objects of setting up a Council was to schedule the resources of Voluntary Organisations in terms of personnel and supplies for use if desired by the army Civil Affairs Branch during the military occupation. At the same time as this telegram was sent it was pointed out to C.C.A.O. in letter 26(2)/43 that the very purpose of creating this

Council