

8A WELFARE

Program



9203R Third Cut

Subcommittee on Welfare
for Europe

TWE/E(45)24
9 May 1945
RESTRICTED

Item 3 (c) of the Agenda, 15 May

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

SUBCOMMITTEE ON WELFARE FOR EUROPE

YUGOSLAVIA:

Basic Facts of UNRRA Mission
(Welfare Division)

A. HISTORY OF MISSION

I. Balkan Mission (April 1944 - September 1944)

The original organization and planning for UNRRA Field Missions to Greece, Yugoslavia and Albania took place at Cairo under the supervision of the Balkan Mission which was created after the conclusion of an Agreement on 3rd April, 1944, between UNRRA and the Allied Military Authorities responsible for relief to these countries during the military period. This Mission was also responsible for administration of refugee camps which had been taken over by UNRRA from the Middle East Relief and Refugee Administration. Under the Agreement of April 3rd, UNRRA undertook to function as agents of the Allied Military Relief authorities until such time as the military divested themselves of relief responsibility.

The Balkan Mission was responsible for the organization and supervision of the several country missions under its jurisdiction until approximately April, 1945, when the country missions were established as separate operating units of UNRRA. Except for matters of supply (under current discussion) the missions will report direct to the

The Administration is continuing an office in Cairo to be known as the Middle East Office. This will exercise responsibility for the supervision of refugee camps operated by the Administration in the Middle East, it will be responsible for planning the repatriation of displaced persons (mainly Greeks and Yugoslavs) from this area; and for procurement of relief and rehabilitation supplies within the area.

All members of the welfare staff have now been reassigned to the Middle East Office, the Greek or Yugoslav Missions and the European Regional Office.

II. Operations with Military Liaison (February - April 1945)

Relief operations were begun in Yugoslavia in February 1945 following the signature of an agreement between the Supreme Allied Commander (Mediterranean) and the Yugoslav authorities on 19th January, 1945. According to the terms of

this agreement supplies and relief would be brought into the country by ML and distributed within the country by the Yugoslav authorities. The distribution would be observed by the army technical personnel or by UNRRA personnel acting under ML. In addition ML undertook to provide technical advisors to handle the problems of relief, displaced persons, and medical and hygiene services. It was agreed that the total personnel of ML and UNRRA should not at first exceed 300, though this total might later be increased by mutual agreement.

The terms of cooperation between UNRRA and ML were agreed between the Commander of ML (Brigadier C. F. Forester-Walker) and Acting Chief of Mission for UNRRA (Mr. Alan Hall) in January, 1945. During the ML period the responsibility for acting rested with the military, but UNRRA personnel have been afforded facilities to acquaint themselves thoroughly with all phases of the ML operation in preparation for assuming responsibility in due course. Basic policies are determined by the ML Commander, the ML Deputy Commander and the UNRRA Mission Chief in consultation, disagreements being referred to higher authority. Wherever possible UNRRA has been assigned entire functional and geographical tasks to be performed under the immediate supervision of a responsible UNRRA official. Subject to policy control at the base, UNRRA is empowered to maintain independent liaison with civilian authorities with regard to UNRRA operations in the post-military period, but keeps the ML fully informed. It was laid down that subject to instructions received from higher authority in connection with the proposed UNRRA agreement with the Yugoslav Government, UNRRA might create a separate mission in Yugoslavia for the purpose of joint planning with the Yugoslavs on questions concerning the post-military period.

The Welfare Division of the UNRRA Yugoslav Mission was grouped with the Displaced Persons Division as "Services" under the Head of the Yugoslav Mission responsible to Command. Two Welfare Officers were among the UNRRA officials who were employed as technical specialists to supervise and check distribution. In all some 50 UNRRA personnel were engaged on such work during the military period. Unloading of supplies began on February 28th in Split and the first distribution was completed within three or four days.

III. Transfer from ML to UNRRA (March - April 1945)

Meanwhile negotiations proceeded between the Yugoslav authorities and UNRRA. As a result of these an agreement between the Administration and Yugoslavia was signed in Belgrade on 25th March, the Director-General having determined that Yugoslavia was unable to pay for relief supplies in foreign currency.

The UNRRA-Yugoslav agreement provides that the Administration will do its best to provide the relief and rehabilitation supplies and services required by Yugoslavia. The Government will be responsible for the distribution of the supplies within the country in accordance with the policies laid down by the Council, and agrees to admit UNRRA observers to satisfy themselves that this is done. The Government will handle the proceeds of sale of UNRRA supplies,

and agrees to pay the expenses in local currency of UNRRA operations in Yugoslavia, using the balance for additional relief and rehabilitation work in the country.

UNRRA officially took over responsibility from ML on April 15th, 1945. Mr. Vlas Sergeichik, the proposed Chief of Mission to Yugoslavia, has been approved by Marshal Tito and his Government. Pending his acceptance of the position, the Head Office of the Mission has been installed in Belgrade with Mr. Alan Hall in charge.

B. CONDITIONS AND NEEDS

No reports have yet been received from the welfare personnel of the UNRRA mission on conditions in Yugoslavia. Other reports received indicate that transport presents one of the fundamental problems. Even in peacetime, with all the railways in operation and the roads in reasonably good condition, distribution of supplies on the scale envisaged by UNRRA would have been difficult. Throughout the last four years there has been tremendous destruction of towns and villages, and in many villages there is not a house left standing. Many people have died of starvation and thousands are without shelter and adequate clothing. The care of children orphaned by the war also presents a problem.

Members of Yugoslav Women's delegation recently discussed with members of the Welfare Division (European Regional Office) the question of child welfare in Yugoslavia, with particular reference to the provision of supplies for "children's towns" which are being organized by the Yugoslav authorities to care for orphans and destitute children. There is urgent need for children's clothing and supplies to furnish the children's towns, including such elementary essentials as pans, mugs and platters.

C. WELFARE SERVICES

During the Balkan Mission period preliminary studies were made by the welfare personnel of the Yugoslav mission on such subjects as (a) a tentative plan for welfare services in Yugoslavia (b) methods of determining need and amounts of assistance, and (c) emergency feeding programmes.

As no request has yet been received from the Yugoslav authorities for welfare officers, most of the welfare personnel of UNRRA and voluntary societies allocated to Yugoslavia have been assigned to operations in Italy. Reports may be available later from the welfare officers and other personnel of the UNRRA Mission acting as observers in Yugoslavia.

Welfare Division
(Intelligence Branch)

8A

5 April 1945

To: Miss McGeachy
From: Joel Gordon
Subject: Hendrickson's cable 84 relating to Welfare

I should like to comment on one point in Mr. Hendrickson's cable as it relates to Yugoslavia.

He suggests that coordination of the activities of voluntary agencies in an over-all welfare program can be achieved through UNRRA by membership in a Committee and joint Secretariat with the Cabinet officer dealing with welfare matters. While we may anticipate requests for professional advice and assistance from UNRRA on welfare problems, it seems rather unlikely in my opinion, that the Government will go this far in sharing with UNRRA responsibility for the welfare or other programs. I am led to this conclusion both by the general attitudes expressed by the government in discussions with the military and with us, and particularly by the government's insertion of the following provision in the UNRRA agreement: All relief and rehabilitation services will be administered by the government. UNRRA will make available to the government supplies and personnel for such services.

While there will undoubtedly be provided full opportunity for discussion by UNRRA with the government of welfare activities, it would not be safe, in my opinion, to rely upon the existence of such a mechanism as Mr. Hendrickson refers to. This possibility might not affect the feasibility of the general approach suggested by Mr. Hendrickson, but it might make it necessary to find other mechanisms for achieving it.

JGordon/mm

Copy

*Washington
take under welfare
welfare 8A*

JUGAID

13

MIDEAST

RESTRICTED UNRRA 52. YOUR 123. VOLUNTARY
UNITS NOT REQUIRED FORWARD. RE ENJOY 14 HAVE NO ASSURANCE FOR USE
AUSTRALIAN MMC IN JUGOSLAVIA.

87A
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JGordon/mm

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Welfare

On 13 March 1945 a report dated 2-23-45 prepared by Col. McCrea and Maj. Edwards on their visit to the orphanage in Split was sent to the Welfare Division.

JUGAID

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8a
Welfare

MIDEAST

UN/1 RESTRICTED UNRRA fifty-seven ATTENTION GREENSTEIN
REQUIRE URGENTLY EIGHT DRIVERS AND TWO DRIVER MECHANICS FOR ENTRY
INTO JUGOSLAVIA WITH M.S.T.U. NO WOMEN HAVE FORWARDED OFFICIAL
REQUEST THROUGH AFHQ.

Balls/ek

JUGAID

5

Melfare

MIDEAST ~~XXXXXXXXXXXXXXXXXXXX~~

ATTENTION GREENSTEIN
UN/2 RESTRICTED UNRRA fifty-four / FORWARD IMMEDIATELY
MRS. PATRICK ARMSTRONG JRU REPLACING WOLFF RETURNING ENGLAND AT END
OF CONTRACT.

Balls/ek

111 (329) 8
UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

BUREAU OF AREAS (D.D.G.)

JAN 2 1945

2 January 1945

To: Michail Menshikov

From: Joel Gordon

I would like to discuss with you sometime the welfare programs being developed for the country missions. I think this problem requires some discussion by the Bureau of Areas with the Welfare people. I have talked with them with regard to the Yugoslav Mission but I think the problem is a general one.

*The question
should be discussed
with the appropriate
authorities*
Jim

1 January 1945

To: Conrad Van Hyning
From: Joel Gordon
Subject: Welfare Program for Yugoslavia

Attached you will find public assistance and emergency feeding plans developed and submitted by the Welfare Division of the Yugoslav Mission

We have somewhat hastily examined this material as it passed through our office from the point of view of the practicability of the proposed programs in the light of conditions in Yugoslavia and the attitudes expressed by the Yugoslav authorities in discussions in Washington and Bari.

We have serious reservations as to the suitability of the plans proposed in the document headed "Determination of Need and Amount of Assistance." The plan developed here follows social work practices in this country and provides for individual evaluation of need with determination of resources and budgeting of family needs. While this type of program is suitable under conditions in this country and in normal times, we believe that such an approach is impractical when as high as 30% of the population may require free distribution.

We would like to discuss this problem with you and elaborate on some of the reasons why we think this approach is not feasible. It would seem desirable, if you agree, that your Division prepare a directive on this general subject for the guidance of the Yugoslav Mission. We would be glad to give any advice that would be helpful to you in this connection.

In view of the general applicability of the material on emergency feeding we wondered whether the preparation of this type of program might not better be developed at headquarters, leaving its adaptation to the Mission personnel.

We note that this material also includes a report on public health. We would appreciate your referring this to the Health Division for their information.

We are sending you under separate cover a report of the third meeting of Sub-Committee "E" held in Bari. You will be especially interested in the following excerpt relating to welfare:

1 January 1945

"Chairman mentioned the matter of destitute persons and offered the services of the ML relief branch, among whom are persons with expert knowledge of relief in the UK and US. He suggested that persons who have lost their means of livelihood could be fed either by a free issue of food or by means of destitute ration cards. The relief branch has practical experience which it would be glad to put at the disposal of the Yugoslav authorities. Mr. Balls said that a major point was that they could assist in the determination of need. They could help in setting up the machinery for operating a suitable system but would not take part in the actual distribution.

"Mr. Krasovec much appreciated the offer, but said that the Yugoslav authorities knew the problems involved and had many people who were doing this work before the war. The National Liberation Committee have found their own solutions to the problems. He was not authorized to say but he thought that they will proceed in the matter in their own way. ML will understand that in hospitals, for example, their system is very different from that in UK and US. In practical matters there will be points of contact but for the time being, the people will not require systems.

"Mr. Balls pointed out that even if the personnel were not required in the country they would be available for discussions and advice.

"Mr. Krasovec suggested that they might send their people to US and UK to study the methods used there. Chairman wound up this part of the discussion by emphasizing that the offer of the services of UNRRA Voluntary Societies was only made subject to the Yugoslav authorities wishing to use them."

Mr. Xanthakos
6700 - Yugoslavia
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03

November 15, 1944
File No: 62(4)

TO : Miss M. Craig McGeachy
Director of Welfare Division
Washington, D.C.

FROM : Harry Greenstein
Director of Welfare Division
Balkan Mission

Re : Progress Report No. 12

Attached find two copies of Progress Report No. 12
from the Welfare Division, Balkan Mission, covering
period November 7 to 14, 1944.

ENC: 2

Distribution

D. G.
O.R.L.
G. C.
Welfare
Bureau of Areas
D.D.G. (F&A)
D.A.
Bureau of Supply
Health
Displaced Persons

PROGRESS REPORT
WELFARE DIVISION - BALKAN MISSION
FOR PERIOD NOVEMBER 7 TO NOVEMBER 14, 1944
NO. 12

1. Miss Chesters Arrives from United Kingdom.

Miss Gwendolen E. Chesters has just arrived from U.K. as Child Welfare Specialist, and after discussions with Mr. Greenstein and Miss Gifford has been assigned to work in the Camps. Miss Chesters will give primary attention to the setting up of nursery school programs for refugees and the development of refugee leaders for child welfare services.

2. Second Contingent of Yugoslav Mission moves to Bari.

On Monday November 13, the second contingent of the Yugoslav Mission left Cairo for Bari. Included in the group were 96 Voluntary Society workers fully mobilized, trained and equipped.

Mr. Greenstein delivered a farewell talk to the Voluntary Society workers on the eve of their departure and pointed out that the beginning of relief operations in Yugoslavia must necessarily depend on the outcome of the present discussions now going on at Bari with the Yugoslav authorities.

3. Discussions with Major Johnson, Chief Relief Officer of ML for Yugoslavia.

Major Johnson, Chief Relief Officer of ML for Yugoslavia, made a special trip from Bari to Cairo and discussed with Mr. Greenstein the need of appointing an UNRRA official to carry on practical training such as driving instructions, map reading, tent pitching, etc. for the Voluntary Society units. This training will need to be completed before any of the teams can move forward. Every effort is now being made by the Welfare Division to secure an appropriate training officer.

4. Meetings at Camp B - Voluntary Societies

On Friday, 3 November, members of the Welfare Staff attended two meetings at Camp B with the members of the British Voluntary Society Units. Mrs. Nora Cumberbatch, member of the Greek Red Cross and assigned to the YWCA team, gave an interesting talk on the "Customs and Psychology of the Greek People." Mrs. Cumberbatch, a resident of Athens, has been active in the work of the Patriotic Foundation, one of the outstanding semi-official agencies in Greece.

Colonel D.E. Wright, Chief Sanitation Officer for the Balkan Mission and formerly in Greece for fifteen years with the Rockefeller Foundation, spoke on "Anti-Malarial Control." Members of the Mobile Hygiene and First Aid Units of Greece and Yugoslavia attended.

November 14, 1944

5. Meeting with "Health-Welfare Supervisors"

On Wednesday, 1 November Mr. Dula and Miss Pentz met with the five health-welfare supervisors of the voluntary societies assigned to Greece to discuss child welfare plans. These health welfare supervisors, though assigned to Mobile Hygiene and First Aid Units, will work as individuals with the Health Division when operations begin.

6. "Organized Briefing"

Three additional sessions as part of the "organized briefing" were planned for the week beginning 6 November: "Clothing Distribution" -- Miss Bruce; "Camp Welfare Programs" -- Miss Helen Crawley (YWCA); "Supplementary Feeding" -- Miss Allene Moss (Congregational Service Committee).

7. Discussion on Rationing

Members of the Welfare staff attended a lecture on the "Rationing Plan for Greece", given by Miss Marie Berger, Rationing Specialist, for the staff of the Bureau of Distribution and Transport.

8. Report from Athens

Members of the Welfare Staff attended a meeting of the members of the voluntary society teams to hear the report of Brigadier Armitage, British Red Cross, who has recently returned from Athens where he had gone as one of the advance party.

9. Appointment to District VI - Greece

Miss Vivien Leather, British Red Cross, has been seconded to the Division and has been assigned to District VI as an additional general welfare officers.

10. District VI - ML - Training Course

Members of the Welfare staff assigned to District VI are attending the training course arranged by the ML officers, beginning 3 November and ending 9 November.

11. Resource Material for District VI - Greece.

A valuable addition to the staff's information about District VI resulted from the introduction of Miss Edith Eccles (DWO) and Miss Mercy Money-Coutts (FWO) to Wing Commander Keronopoulos, Head of the Combined Greek Services, Intelligence Branch. Although the Branch's files were already packed in preparation for their move to Athens, W/Cdr Keronopoulos unpacked and lent their copy of the 1928 census publication. From this, detailed statistics of the 1928 population of every town and village in Crete have been copied. These are of great value now in the planning stage and will provide useful comparative material when the relief survey is made.

12. Pan-Cretan Association

Mr. Kalmer, Regional Director for District II and past president of the Pan-Cretan Association of America, met with Mr. Dula, Miss Minton, and Miss Eccles (DWO for VI) to discuss possible ways to recommend, if requested, the expenditure of about \$100,000 which he states has been raised by the Association for the children of Crete. The Pan-Cretan Association is made up of members of various lodges in the U.S. composed of Greek-Americans from the Island of Crete. It was agreed that no definite plans or recommendations could be made until operations have begun in District VI, but certain suggestions will be borne in mind. Mr. Kalmer believes that the Association will greatly appreciate the help of UNRRA in suggesting ways in which its contribution can be most useful.

13. Occupational Training.

On 4 November, Miss Bruce presented the Appreciation and Plan for Occupational Training and Self-Help to the weekly meeting of the District Directors for Greece. The directors felt that this type of work would be much needed in Greece. Two of the directors were familiar with the work of the Near East industries --- carpet-weaving, embroidery, and other hand work which the refugees from the last war had developed to a high degree. They also expressed particular interest in the program of food production and preservation.

14. Additions to Staff

Miss Grace Hast (Girl Scouts), who has been working as a welfare officer at Camp Nuseirat, was recalled from this assignment and assigned to District IV as a general welfare officer.

Miss Eleanor Ault and Miss Dorothy Donnell (Girl Scouts) have decided to continue their work at Camp Nuseirat in the Welfare program. Miss Ault has been given special responsibility for clothing distribution. While in the office, a conference to discuss various methods of clothing distribution was held with Mr. Leet, Miss Minton, and Miss Bruce.

15. Close Working Relationship With District I

The Welfare staff of District I have established a close working relationship with the other personnel of this District. During the week meetings have been held with Mr. Nayton, District Director; Mr. Harakas, Regional Director; and Mr. Radley, Distribution Officer. All materials in District I have been made freely available to Welfare staff.

16. Mr. Greenstein Leaves for Italy, to Confer with Yugoslav Welfare Mission.

Mr. Greenstein left Cairo on Thursday, November 16, for a two weeks' trip to Italy to confer with the Yugoslav Welfare Mission and to participate in the discussions now taking place with the Yugoslav authorities.

8 November 1944 Page 1

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

I. INTRODUCTORY STATEMENT

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

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

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

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

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

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

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

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

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

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

II. RELATIONS

A. External relations.

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

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

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

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

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

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

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

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

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

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

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

B. Internal relations.

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

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

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

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

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

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

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

1. Liaison relationships:

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

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

3. Plans for meeting welfare needs:
 - (a) Plans of Governments (including role of indigenous voluntary organizations).
 - (b) Plans of inter-Governmental agencies.
 - (c) Plans of Military Authorities.
 - (d) Plans of foreign voluntary relief organizations.
 - (e) Plans for UNRRA (those in process and those recommended).
 - (f) Appraisal of plans enumerated above.
4. Welfare personnel:
 - (a) UNRRA: qualifications and assignments of new personnel.
 - (b) Changes in assignments of other UNRRA welfare personnel; appraisal of performance.
 - (c) Personnel of foreign voluntary organizations: numbers provided by agencies; ways in which personnel is being used; appraisal.
 - (d) Indigenous personnel: numbers engaged; qualifications; ways in which personnel is being used; appraisal.
5. Situations with respect to supplies and equipment especially required for the carrying out of welfare services:
 - (a) Needs.
 - (b) Available from Governments, Military Authorities, voluntary agencies, UNRRA.
 - (c) Proposals for meeting deficits of supplies and equipment needed for welfare services.
6. Background information on countries of operation:
 - (a) Corrections in information supplied by Headquarters or Regional Offices.
 - (b) New information.
7. Description of welfare programs in operation: *
 - (a) Methods of organization: Personnel employed.
 - (b) Policies governing program.
 - (c) Estimates of number served.
 - (d) Strengths and weaknesses of program.
 - (e) Comments and recommendations with respect to operations.

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

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

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

III. PRINCIPLES

A. Primary emphases.

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

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

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

B. Prompt relief.

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

C. Advance planning and surveys.

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

D. Priorities of service.

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

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

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

E. Adaptation to local customs.

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

F. Self-respect.

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

G. Training program for welfare workers.

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

IV. WELFARE SERVICES

A. Nature of services.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

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

Telephone: 47816

September 7, 1944
CAWA No. 179

TO : Mr. M. Menshikov, Deputy Director General
UNRRA, Washington 25, D. C.

FROM: Harry Greenstein, Director of Welfare Division, Balkan Mission

Re : Tentative Welfare Plans for Greece, Yugoslavia, Albania,
Monthly Report for August.

ATT: Welfare Division

Enclosed find copies of Tentative Welfare Plans just completed for
Greece, Yugoslavia and Albania. Also monthly report for August.

ENC:

29th August, 1944

UNRRA - GREEK MISSION, Appreciation and Plan,
Welfare Division.

I. OBJECT.A. Military Stage.1. Responsibilities as Advisers and Technical Consultants.

a. To provide advice and technical counsel on all phases of relief and welfare as requested by AML and the Greek authorities. The terms relief and welfare include

(a) Assistance such as food, clothing, shelter, and other basic necessities of life made available for persons unable to provide for themselves or their dependents and

(b) Services for the personal rehabilitation on individuals requiring special help.

b. To provide advice and technical counsel, as requested by AML and the Greek authorities, on training programs designed to assist Greek nationals in developing an effective welfare staff.

2. Responsibilities as Agent of AML.

a. To supervise UNRRA personnel.

b. To serve as "liaison with local authorities with respect to all relief matters and specifically with respect to arrangements for the distribution of relief goods." (From message dated August 11, 1944 from ASWAR from COS CITE CCAC to Wilson for FHGEC USAFIME for AMHQ Balkans.)

B. UNRRA Stage.

1. To provide technical advice and assistance to the Greek authorities on all phases of relief and welfare in accordance with plans previously agreed upon between UNRRA and the Greek Govt. (First Session, UNRRA Council, Resolution 9, para 5, paraphrased)

2. To provide such assistance and service as may be necessary to help the Greek authorities in rebuilding and developing a program of adequate welfare services.

II. FACTORS.A. Military Stage.1. Conditions in Greece.a. Estimate of persons in need.

Studies are under way to show as accurately as possible the number of persons who are in need of relief and welfare services in Greece.

AML estimates that there are 150,000 persons who are "totally destitute", i.e. in need of immediate food, clothing, and shelter. However, it is anticipated that many more persons will be in need of varying amounts and types of relief: food, clothing, shelter, welfare services. These persons are in addition to those who may be described as totally destitute.

b. Loss of Means of Livelihood.

"Owing to various factors, such as destruction of crops and villages as reprisals, guerilla operations, failure to carry out normal sowings and the spread of disease owing to lack of medical supplies, a large proportion of the normal rural population is no longer self-supporting." (From AML, Greece, Relief Dept. A & P)

A large proportion of the urban population formerly engaged in commerce, industry, the professions, maritime occupations, etc., are not gainfully employed.

c. Missing Persons.

As a result of the war many individuals and groups have become separated from other members of their families and households. One of their greatest concerns will be to find these missing persons. Services to help in locating and returning these missing persons will be needed not only at Assembly Centres but also in communities throughout Greece.

d. Displacement of Population.

As a result of enemy action many Greeks have been forced from their homes. These displaced persons come under several categories such as the following, each requiring relief and welfare services of one kind or another:

- (1) Those who are internally displaced but able to return home as soon as transportation and communications are re-established.
- (2) The Homeless, who are living in makeshift shelters in the woods and mountains.
- (3) The internally displaced who have found adequate, through temporary, shelter with relatives or friends.
- (4) Soldiers who have been unable to return to their island homes or restricted areas or who are fighting with the guerilla bands.
- (5) Displaced persons who will need help in tracing missing relatives.
- (6) Those nationals of other countries who must be repatriated.

- (7) Those Greek nationals in other countries who are to be returned to Greece.

These are mainly men who will be returned from forced labor and persons returning from refugee camps.

The number of persons who are displaced is reported to be increasing. Estimated figures run as high as 1,100,000. The influx to cities and large towns has been very great; Athens is reported to have between 400,000 and 600,000 refugees.

c. Relief now being given.

Existing relief organisations operate only in certain districts and, generally speaking, only in centers of communication. The rural areas which normally comprise some 70% of the population have received but limited assistance because of restrictions by the enemy, lack of facilities for distribution and inadequacy of supplies.

f. Existing Relief Organisations.

- (1) "Certain Relief Organisations are at present doing Relief work in GREECE. Of these the most important are the Joint Relief Commission (JRC) controlled by the Swedish-Swiss delegates of the International Red Cross, and the Greek Red Cross Society."
- (2) "The JRC operates in certain districts of the mainland, in CRETE and in some of the Islands. It has been excluded from THRACE, MACEDONIA, Northern Thessaly and the IONIAN ISLANDS and, by guerilla activities and lack of transport, from many rural areas of the interior."
- (3) "A request has been made, through the Foreign Office, for the JRC to continue doing relief work after the enemy withdraws." (From AML - GREECE - Relief Dept. A & P.)

g. Factors Limiting Welfare Operations.

- (1) Limited transportation.
- (2) Limited supply.
- (3) Limited non-Greek personnel.
- (4) Limited function of AML and UNRRA personnel.

h. Finance.

- (1) "British Military authority sterling paper currency will be taken into the country at a rate of exchange to the drachmas to be determined at the time by His Majesty's Treasury."
- (2) "Supplies will be sold for drachmae or BRITISH MILITARY authority sterling."
- (3) "The price of each commodity will be worked out on cost plus handling charges before entering the country."
- (4) "Relief for destitute will be given where possible in cash in drachmae through local Greek authorities." (From AML - GREECE - Master A & P - "subject to confirmation by War Office")

B. UNRRA Stage.

It is anticipated that the factors during the UNRRA stage will in general be similar to those of the military stage except that the first emergency period will have passed; increasing employment should have reduced the number of persons in need; many missing persons will have been located and returned to their homes; communications and transportation should be on a more normal basis; a considerable staff should be partially trained; and finances should be in a more stable condition.

III. PLANA. Military Stage.1. Duties of the UNRRA Welfare Division.

- a. To advise and assist the Greek authorities in the development of plans to provide food, clothing, and shelter for needy persons in their own homes or on their own land.
- b. To advise and assist the Greeks with respect to welfare services for the personal rehabilitation of individuals requiring special help, such as, children, displaced persons, missing persons, the aged, handicapped, etc.
- c. To advise and assist AML and the Greek authorities with respect to welfare responsibilities in the care of displaced persons in:
 - (1) The cities or towns where a number of them have found adequate shelter with relatives or friends;
 - (2) Refugee centres which may be required but which should be liquidated as early as possible by re-establishing the refugees in their home communities;
 - (3) Convoys and rest centres which may be required in returning displaced persons to their former homes.
- d. To advise AML and the Greek authorities with respect to collaboration with organisations, private and public, which are concerned with the operation of relief and welfare activities in Greece.
- e. To perform for the Greek Mission welfare duties along comparable lines to those specified for the Welfare Division of the Balkan Mission.

2. Organisation:a. Headquarters

- (1) The UNRRA Welfare Division is under the executive control of the Director of Welfare.
- (2) Headquarters Staff will consist of the Director of Welfare and six welfare specialists, with specialties as follows: child welfare, general relief, emergency feeding, emergency shelter, occupational re-training and self-help projects, and camp welfare. One specialist will be designated as the senior specialist who will be assigned certain executive and administrative responsibilities in addition to his regular duties.

Specialties may be shifted and other modifications and additions made as required. Additional personnel may be added either by the seconding or employment of Greek nationals as needed.

b. Field Organisation:

- (1) The field staff will be organised for six districts and eleven regions in accordance with the field organization of the AML Relief Dept. A. and P.
- (2) District Headquarters will consist of a district welfare officer and one field welfare officer for each Region. One welfare officer, provided for in the budget, will be used for emergency assignments. Additional personnel may be added either by the seconding, or employment of Greek nationals as needed.

c. Voluntary Agency Personnel.

- (1) To assist UNRRA and AML in carrying out their relief and welfare responsibilities.
- (2) Subject to conditions agreed upon between UNRRA and the voluntary societies, such personnel will be utilised as conditions and needs within Greece require.
- (3) AML Relief A. and P. calls for 10 Relief and Refugee units. At the present time it is impossible to determine how many and where Relief and Refugee units will be available for service.

3. Local Welfare Center, or Poste de Secours.

a. The local welfare center is the local administrative unit for carrying out welfare responsibilities. These welfare centers will be located at places readily accessible to persons requiring their services. Although it may not be possible to cover all relief and welfare services in the same building, it is desirable to keep such services grouped close by together and combined, where possible, in the same building with related services, such as health.

b. Those welfare centers are intended to provide some or all of the following facilities:

(1) Family and Child Welfare Services.

(a) Determination of Need.

Food, clothing, shelter and other necessities of life are previous commodities in Greece. Any careless or unfair disbursement of such commodities will be properly resented by the Greek people and might jeopardise the continuance of imported supplies. The greater the need and the less the supply the more important it is that irregularities be avoided. The Welfare Division will be prepared to advise AML and the Greek Government with respect to general procedures for determining economic need. A special memorandum covering this problem under varying conditions and during different periods is in the course of preparation.

(b) Authorisation of Assistance to Meet Needs.

During the emergency period when staff and qualified personnel are limited, aid may be authorized to individuals and families certified to be in need by local representative committees. Lists of needy persons drawn up by these committees would be based upon specifications or standards of need prepared by the local committee and approved by a representative of the Ministry of Health and Welfare.

For all assistance disbursed, the signature or witnessed identifying mark of recipients would need to be produced before subsequent aid would be available to the local committee. Any substantial variations between the specifications or standards as agreed upon and the facts as to distribution would be taken into consideration in determining further allocations of goods and financial aid to that locality. Any person dissatisfied with any decision of the local committee should have an opportunity for a hearing before a representative of the Ministry.

(c) Method of Relief Payment.

"Relief for destitute will be given where possible in cash in drachmas through local Greek authorities."
(From AML - Greece - Master A & P)

(d) Care of Homeless Children.

Every effort should be made to insure that a child, wherever possible, is cared for by his own family or relatives. One of the first tasks, therefore, should be a uniform registration of all children being cared for in orphanages and of all unattached children being temporarily cared for by families other than their own. This registration will expedite the restoration of children to their families.

When a child has no family or when his family is not able to care for him adequately, it is preferable that he be given substitute parental care with an approved foster family under continued supervision. Provision must be made, however, for institutional care for those children who cannot adjust in a foster home or who may benefit from group living because of their mental, physical, and emotional needs.

(e) Aid to Widow with Children.

It has been customary in Greece to consider children whose fathers are dead or missing as eligible for placement in an orphanage. In order to enable widows to keep their children with them the public assistance system should make certain provisions which will enable widows to take care of their children in their own homes.

(f) Other Welfare Services.(2) Soup Kitchens.

Soup kitchens should be avoided to as great an extent as possible, since experience shows that the Greeks are strongly opposed to mass feeding programs. For this reason the JRC has found it necessary to discontinue many soup kitchens. It is preferable to distribute food through the issuance of cash relief, enabling needy persons to purchase their food through the normal channels and to resort to group feeding only in exceptional circumstances.

(3) Children's Canteens.

It is not considered desirable to establish congregate child feeding centers under artificial circumstances where feeding is the only activity. Congregate feeding of children is desirable where it can be a regular part of a school program, of recreational activities or of maternal and child health and welfare activities and is especially appropriate insofar as the distribution of milk is concerned.

However, programs actually in operation at the time of liberation should be continued, generally under the same auspices, so long as the need for this type of aid continues.

(4) Clothing.

In the distribution of clothing it is important that individuals have freedom of choice, within the limit of available supplies, with respect to type, size, and color of garments and, where possible, the alternative of buying piece goods rather than finished garments. Ordinarily this can best be accomplished through money payments sufficient to enable persons to buy needed clothing through commercial channels.

However, in a number of localities the amount of clothing available in the market plus the amount that can be imported will be so small that distribution through commercial channels is not practicable. Under these circumstances clothing needs can be met through cash assistance plus authorization to purchase imported clothing at the government warehouse.

The number of authorizations issued should not exceed the number of garments available. - The authorizations to purchase clothing should contain identifying information and not be transferable.

The development of occupational and self help opportunities, such as providing materials and

(NOTE: It has been noticed by the Communications Section that Item (1) is not in evidence.)

other assistance for sewing, will be an important part of the welfare program.

(5) Medical Advice and Attention.

The determination of the need of individuals for medical or hospital care is not a welfare function. Nevertheless there are matters which will require the closest kind of co-operation on the part of the health and welfare divisions. If necessary care must be paid for, the determination of the ability of persons to pay for such care is a welfare function.

(6) Information Services.

Experience in England has shown that the provision of information services available to the entire public is an important and worthwhile service. It is believed that this service is so important that it should be an integral part of every local welfare center.

(7) Refugee Centers

- (a) "When it is apparent that there is no other satisfactory method of dealing with the homeless, it may be found necessary for the Greek authorities to establish Refugee Centers.
- (b) "The locations of 15 Refugee Centers have been tentatively selected by AML and are shown in Annexure R.L. 5 of AML Relief A & P.
- (c) "When as a last resort, Refugee Centers have to be established, they will be regarded as purely temporary shelters for persons awaiting return to their home areas and re-absorption into the national economy of Greece.
- (d) "No accommodation stores for Refugee Centers will be released by S & P Depots without the authority of AML HQ on the personal recommendation of District Commanders." (From AML - Greece - Relief Dept. A & P)
- (e) The Welfare Division, upon request shall advise and assist AML and the Greek authorities with respect to welfare responsibilities involved in the establishment and administration of much Refugee Centres as may be required and to assist in planning for their early liquidation through the re-establishment of refugees in their home communities.

B. UNRRA Stage

The plan for the UNRRA Stage will be developed after there has been an opportunity of making such changes and modifications in the plan for the Military stage as may become necessary as a result of conferences and discussions based upon the foregoing material.

IV. ORGANISATION CHART (Attached)

V. APPENDIX.

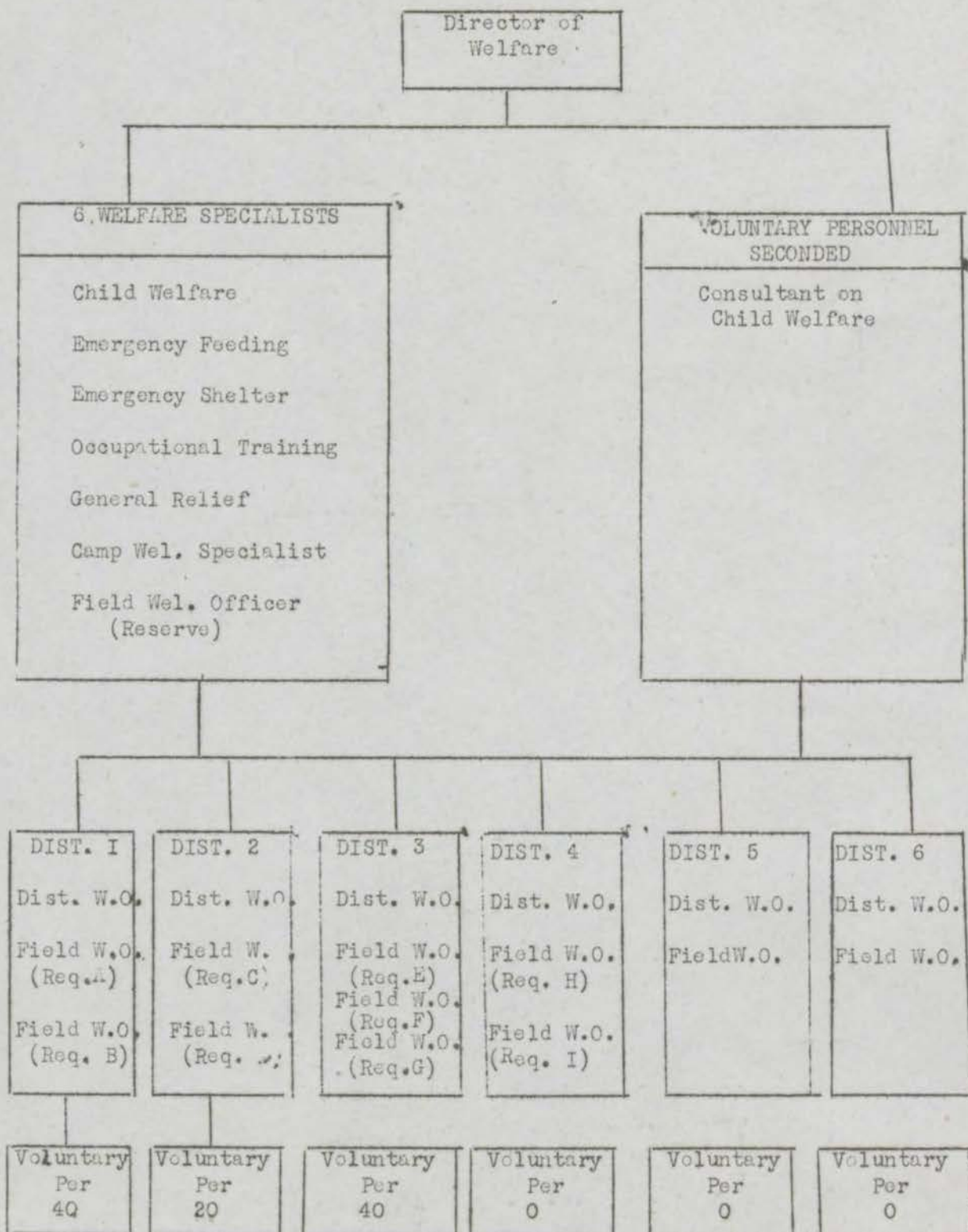
C O P Y

29th August, 1944.

IX.* ORGANISATIONAL CHART.

G R E E K M I S S I O N

WELFARE DIVISION



* Original actually has this number ("IX")

C O P YU.N.R.R.A. - WELFARE DIVISIONYUGOSLAVIA - TENTATIVE PLAN AND APPRECIATION FOR
WELFARE SERVICES.Object

The Welfare Division will be prepared to assist and advise Yugoslav relief officials on all phases of relief operations. Acting as agents of AML and at the request of the Yugoslav Government UNRRA personnel and staff of voluntary societies will be prepared to give technical advice and assistance on matters such as:

- (a) The administration of relief (food shelter and clothing) to destitute persons.
- (b) The orderly return of internally displaced persons to their homes, or their establishment in new localities.
- (c) The establishment of special services for orphans and homeless children, other children needing specialized care and the aged and disabled.
- (d) In cooperation with the Divisions of Health, Displaced Persons, Supply and Distribution, Transportation and other appropriate divisions or units the establishment of plans to meet problems of mutual concern.

Major Factors

The primary responsibility for the distribution of relief and welfare services will be that of the Yugoslav Government: The function of the UNRRA Welfare Division will be to render, at the request of the Yugoslav Government, advice and technical assistance in meeting relief and welfare needs. During the Military period the Welfare Division will act as agent of AML and all activities will be subject to AML control.

In the absence of information concerning the relief and welfare plans of the Yugoslav Government, and the extent to which services and assistance from AML and UNRRA will be requested detailed plans of operation cannot be formulated. This tentative summary plan is submitted as a temporary working instrument. only as it is essential that plans be flexible and subject to the wishes of the Yugoslav Government.

Welfare Principles of Operations.

Factors in relief and welfare operations that should be considered during the Military and UNRRA stages of operation are:

1. Welfare Services should be designed to help people to help themselves and to permit recipients to maintain their self-respect.
2. Continued information concerning the extent of unmet need should be collected and efforts made to provide essential welfare services as quickly as possible.
3. To the extent possible mass shelter and feeding care should be held to the minimum and provided only on a temporary and emergency basis. Experience in refugee camps and centers has demonstrated that prolonged mass care results in serious economic and social problems. Temporary refugee centers that must be established to provide emergency shelter and food to internally displaced persons should be located on main refugee routes, and every effort made to expedite the transportation of such persons to their own communities

or to reestablish them.

4. Information and counselling service as well as material assistance should be available to persons in their own communities to avoid any unnecessary movement of population and the homeless should be billeted in or near their former homes. Plans for registration should be developed to provide for the identification of missing persons and the reuniting of family groups.
5. To the extent possible orphaned and homeless children should be placed with families rather than in institutions or centers. Children should not be removed from parents or relatives because of economic reasons. Instead assistance should be granted so that children may live in a normal family situation.
6. If the economic situation of the country justifies, relief should be given in cash in order that destitute persons may purchase the necessary available goods and return as quickly as possible to their normal mode of living. If in rural and mountainous areas barter is the customary method of exchange relief supplies might be given in kind. Food provided should so far as possible and consistent with standards of nutrition, take into account native preferences.
7. To the extent possible constructive work opportunities and measures for self help should be provided, materials for clothing rather than employment and clothing adapted to weather and local tastes may be provided.
8. If the available food is inadequate to feed all those in need and priorities must be established, the selection should be made solely on a basis of need. Needy groups that might be given first consideration in the order named are:
 - (a) Key adult workers, doctors, nurses, etc. who will be required to assume initial responsibility in the relief and rehabilitation program and therefore must be as physically fit as possible in order to function adequately.
 - (b) Young children from two to six years of age and adolescent children from 13 to 16 years should be the first age groups considered.
 - (c) Infants, school age children and nursing and expectant mothers.
9. Where a basic food ration is available for all with supplementary rations for groups with special nutritional needs, the order in which these special groups are selected might be the same as suggested above.

Conditions in Yugoslavia.

Actual current information concerning the amount of devastation, extent of need and number of homeless and displaced persons in Yugoslavia is not available. Such information as is received by AML and UNRRA through intelligence and other sources is being made available to the Welfare Division and pertinent data is being compiled therefrom by the Welfare Division for the information and use of Welfare and voluntary agency personnel who will work in Yugoslavia.

Organization.

As agents of the Military UNRRA Welfare personnel will be stationed at AML headquarters. In addition districts established by the Health Division will be utilized by relief teams and the appropriate UNRRA personnel. See attached map of districts.

Personnel:

The personnel to be made available by the Welfare Division of UNRRA will consist of:

1. Director of Welfare for Yugoslavia.
2. Welfare Specialists in child care, feeding, shelter, occupations camps and community organization (6)
3. District Welfare Officers (6)
4. Field Welfare Officers (12)
5. Relief and Welfare Teams

UNRRA Staff will be prepared to render at the request of Yugoslav authorities technical advice and assistance on the organization and operation of relief and welfare programmes, including among other things consultation on:

- (a) The establishment of national, regional and local plans of operation.
- (b) The development and use of advisory committees in handling welfare problems.
- (c) The establishment of priorities for relief purposes.
- (d) The development of survey methods to determine the extent of need within communities and social resources available to meet need.
- (e) The establishment of cooperative plans of operation with indigenous as well as foreign agencies operating in the field.
- (f) The development of training and occupational programs.
- (g) The development of standards, methods of operation and forms for use in providing:
 1. Assistance to persons in their own homes.
 2. Care for homeless and internally displaced persons - including the re-uniting of separated families. *
 3. Child Welfare programs and services for persons needing specialized care to meet serious economic and social problems.
- (h) The establishment and operation of:
 1. Refugee Centers.
 2. Information, advice and counselling centers.
 3. Relief Offices.
 4. Emergency feeding and shelter programs.*
 5. Registration of displaced persons.
- (i) The compilation of information regarding displaced populations.

At the request of Yugoslav authorities and as appropriate relief teams will be available to assist UNRRA personnel in the performance of the above functions.

Yugoslav Nationals.

Certain positions on UNRRA staff and in relief teams should be filled by Yugoslav nationals. Such positions are interpreters, interviewers, clerks, registration clerks, receptionists, messengers, drivers, mechanics, and cooks. It would seem that delay in recruiting such staff until after entry into Yugoslavia would result in considerable confusion in initial operations. Therefore it appears necessary that plans be made to establish methods by which Yugoslav nationals now in the Middle East might be selected and trained for specific duties. Should such a plan be made, the Welfare Division will be prepared to provide training in registration, interviewing and other activities involving welfare functions.

Progress.

In the development of the Yugoslav Tentative Plan and Appreciation for Welfare Services conferences were held with AML officials.

Among those participating in one or more of the conferences were Col. Parrett, Col. Easton, Col. Pell, Major Bickersteth, Major Johnson and Lt. Carr of AML and Harry Greenstein, E. K. Balls and Rhoda O'Meara of the UNRRA Welfare Division.

The general principles underlying the plan, tentative methods of operation and working relationships between Relief Branch - AML Force Yugoslav Government were discussed and understandings reached. Plans were made to hold regular working conferences and methods were established to facilitate the exchange of information. Agreement was reached that the present broad plan of relief and welfare operations must be implemented and revised in accordance with the exigencies of the situation.

At the present time the Welfare Division is or is preparing to develop materials necessary for the implementation of the Welfare plan. Among such materials are: A Yugoslav Welfare handbook, a guide to field reporting, principles and standards to be used as a guide by Welfare staff in giving consultation on matters such as the determination of need, the use of cash relief, recording of assistance and service, child Welfare services, the use of advisory committees, etc.

Matters requiring further clarification.

The further development of detailed relief and welfare plans of operation is dependant, to a large extent, upon decisions to be made concerning the number and composition of relief and welfare teams that will be available for the work in Yugoslavia and the Yugoslav, UNRRA and AML decisions with respect to the selection and training of Yugoslav nationals for work with UNRRA. Basic, of course, to any Welfare plan is the final determination to be made by Yugoslav authorities concerning the extent and use to be made of UNRRA services.

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- * In connection with the above it is noted that the Welfare Division in cooperation with AML is currently developing a supplementary registration card to be used as an aid in reuniting separated families, and plans are under development for the use and provision of identification discs. Also work is progressing on the development of widespread feeding plans.

31 August 1944

UNRRA - ALBANIAN MISSION

WELFARE PLAN

- I. Foreword.
- II. Object.
- III. Conditions in Albania.
- IV. Organization of Division.
- V. Functions of Division.
- VI. Method of Operation.
- VII. Action
 - Phase 1.
 - Phase 2.
- VIII. Conclusion.

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I. FOREWORD

The Welfare Plan for Albania has to be prepared with the following controlling factors in mind:

- a. It must reflect the declared policy of the Welfare Division, Balkan Mission.
- b. It must be a component part of the overall plan of the Albanian Mission and must therefore co-ordinate effectively with the plans of other Divisions, especially those of Health, Displaced Persons and Supply.
- c. It must fit into the AML Relief Plan during the Military Stage but must be so designed that its second phase is consequential to the completion of the Relief Plan and the withdrawal of AML.

It has in effect to be both the agent of AML and the observer of UNRRA while preparing to be the heir of AML and to function executively as UNRRA.

- d. Finally and as a major condition the object of the plan being the well-being and independence of the people of Albania, it has in all its phases to be supplementary to the plans and wishes of the Albanian Government.

II. OBJECT

The object of the Plan is to assist the Government of Albania in:

- a. The provision of relief (i.e. food, shelter, clothing) for the destitute.
- b. The orderly return to their homes and occupations of internally displaced persons.
- c. The establishment of special services for the handicapped e.g., orphans, aged and for disabled persons.
- d. The transition, at the appropriate moment, from Relief - which is conditional on destitution - to Welfare which is concerned with the well-being of the whole people and is not so restricted.

III. CONDITIONS IN ALBANIA

a. Food

So far as can be ascertained the food situation at this date is not desperate. It will vary however - particularly in the South - and must be assessed finally in the light of the date and method of entry of AML force.

b. Shelter

It is estimated that, up to the present, between 200-250 villages, involving some 20,000 houses, have been evacuated, damaged or destroyed. As much as 90% of this damage is in the Southern half of the country.

c. Refugees

Between 100,000 and 150,000 persons have been rendered homeless.

These people are:

1. Living in temporary accommodation near their homes.

2. Sheltering in neighbouring villages.
3. To be found in the larger towns - particularly Kovri, * Gjinokastro and Valona.
4. Have been received into Refugee Centers.
5. Are wondering about the country.

IV. ORGANIZATION OF THE DIVISION AND PERSONNEL

a. Welfare Division Albania

The Division is a small one consisting of the Director - District Welfare Officer - and two Field Welfare Officers.

It is anticipated that all three officers will work from Headquarters at first.

In a second stage both Field Officers may be assigned to work in Southern Albania.

It is possible that, at a third stage, one Field Officer will be established in the North and one in the South of the country.

One of the Field Officers will be qualified to advise on maternity and child-welfare and the other should be a man with general experience of Public Welfare.

b. Welfare Division - Balkan Mission -

It is anticipated that specialist personnel of the Balkan Mission - especially advisers on Camp Welfare - will be available to advise from time to time.

c. Voluntary Society Relief Units

Three Relief Units have been assigned to Albania. It is uncertain to what degree they will be available, at least in the early stage. The tasks assigned to the Relief Units will be a matter for agreement with AML in the light of circumstances but will be within the orbit * of the functions of the Division as defined in section (V).

V. FUNCTIONS OF THE DIVISION

The functions of the Division will include the following:

1. To assist in organising local resources for the handling of relief problems.
2. To survey distressed areas and collect information regarding displaced population.
3. To advise and assist local authorities in the setting up and administration of Refugee Centers, Postes de Secours and similar organisations.
4. To organise the registration of all persons seeking - Information, Assistance or Relief.

* Word handwritten - spelling uncertain

5. To revive any indigenous Relief and Welfare organisations.
6. To assist in the distribution of supplies and any registration necessary for a proper system of rationing.

VI. METHODS OF OPERATION

The Division will aim to attain its objects and fulfill its functions by any or all of the following methods:

1. The establishment of national, regional and local plans of operation.
2. The establishment and use of advisory committees.
3. The determination of priorities for relief purposes.
4. The development of survey methods for the determination of
 - a. Extent of need and
 - b. Social resources available to meet it.
5. The development of training and occupational programmes.
6. The development of standards and methods for providing:
 - a. Assistance to persons in their homes.
 - b. Care for the homeless.
 - c. Child Welfare.

VII. ACTION

a. Phase 1

Phase 1 of AML Relief Plan envisages:

1. The making of all the necessary contacts within Albania.
2. The collection and collation of all available data.

In the light of these actions initial recommendations will be prepared to expedite.

1. The return of refugees to their former homes.
2. The repair and rebuilding of houses.
3. The distribution of relief supplies.
4. The reorganization of camp establishment.

UNRRA will play its agreed part in this work and will be especially concerned, inter alia, with the following:

1. Contact with the Albanian Red Cross and other national voluntary agencies.
2. The recruitment and training of Albanian personnel for welfare programmes.
3. Survey work.
4. Welfare work in Camp and Refugee Centers.

b. Phase 2.

It is obviously too early to produce a detailed plan of action for the post-military stage. It can be predicated however that, by the time AML withdraw, the main problems of actual destitution will have been alleviated and the foundations laid of a more normal national life.

It would seem therefore that the task of UNRRA will be to advise on a general welfare programme that is long term in character and local in application. The guiding principle of any such plan should be:

1. That it shall be wholly acceptable to the Albanian Government.
2. That it shall be of such a nature that its maintenance shall be within the competence of Albania from the view points both of finance and personnel.

Apart from this plan the special work involved in the post military stage will include:

1. The assumption of responsibility for the continuance of any relief projects not completed when AML withdraw.
2. The development of permanent care services for the handicapped.
3. The rapid liquidation of any Camps or refugee centers that may remain.

VIII. CONCLUSION

In the development of the tentative Welfare Plan for Albania constant contact has been maintained with AML. Most helpful daily conferences have been held over a period of time particularly with Major McLeod, Major Prince, Capt. Tullis and Capt. Pozzi.

Discussions were also conducted with officials at El Shatt Camp, while constant contact has been maintained with Harry Greenstein, Director of Welfare Balkan Mission and J. C. McNabb, Observer, Albanian Mission.

The foundations have been laid for close and happy co-operation with AML and meanwhile progress is being made in developing the materials necessary to the fulfilment of the plan.

REPORT OF WELFARE DIVISION - BALKAN MISSION.
August, 1944.

1. General Review of Activities:

The month of August was devoted primarily to the Organization of the Welfare staff of the Balkan Mission into an effective working unit. Five staff meetings were held. At these meetings the significant activities of the Welfare Division were reviewed; the welfare policies discussed, and operating plans formulated.

2. Assignments of Welfare Staff.

The staff of the Welfare Division now consists of 14 persons, assigned as follows:

Director of Division - Harry Greenstein.
Liaison Officer Voluntary Societies - A. E. Brownbridge
Chief Welfare Officer for Camps - Selene Gifford
Liaison Camp Welfare Officer - Viola Pfrommer.

Greece:

Glen Leet - Director of Welfare
John Dula
Neverette Smith
Leila Bruce
Alice Adanalian

Yugoslavia:

E. K. Balls - Director of Welfare
Rhoda O'Meara
Louise Blackham
Mary Wise

Albania:

Elfan Rees - Director of Welfare

3. Operational planning.

A considerable portion of the time of the staff was spent with their opposite numbers of AML at Maadi Headquarters, where numerous conferences were held with Relief officials.

Tentative methods of operation and working relations were discussed and understandings reached. The organization of a standard registration system for internally and externally displaced persons requiring welfare services was worked out and approved by AML, who agreed to provide the necessary registration cards and identification discs.

Conferences were also held with other divisions in UNRRA looking towards the development of joint plans to meet problems of mutual concern.

Tentative welfare plans for Greece, Yugoslavia and Albania were completed during the month and submitted to the Chief of the Balkan Mission. Because of the lack of exact knowledge of conditions and the needs which will exist at the time of beginning of operations, these plans have been drawn up in broad outline only. Current information available on such subjects as numbers and locations of persons displaced within the country, the devastated areas, the districts of greatest food shortages, social agency resources within the country and other pertinent data are being collected in order to provide the staff of the Welfare Division with the fullest possible knowledge of the problems to be met.

4. Voluntary Societies.

The AML requirements call for 1800 Voluntary Society workers for service in the Balkans during the Military period. As of August 30th only 210 voluntary workers have arrived. This is a cause of great concern to UNRRA and to AML officials. In response to a cabled request from Washington, a joint meeting of MAL and UNRRA was held to re-examine the original quotas fixed. This meeting was attended by the Chief Medical Officers of AML, the Chief Relief Officers of AML, the Directors and members of the staff of the Health, Welfare and Policy Divisions of UNRRA and representatives of the Cairo Council of Voluntary Societies. Everyone present agreed that UNRRA would not be able to meet its commitments in the Balkans with present personnel here and on the way, and that no reductions could be recommended. It was also agreed that if the Voluntary Societies could not produce the necessary workers that UNRRA should immediately recruit the personnel required.

It was also agreed that the Voluntary Personnel requested from U.S. and U.K. should be despatched in the following order:

- First priority - Medical Stores Officers.
- Second priority- Nurses and doctors.
- Third priority - Welfare workers.

Balance as soon as possible.

5. Allocation of Voluntary Society Workers.

The following assignments of Voluntary Society units have been made:

Mobile Hygiene Units:

1 to Albania, 2 to Greece and 3 to Yugoslavia.

Medical supply and transport personnel:

4 persons to Yugoslavia, 3 to Greece and 1 to Albania.

Drivers for Medical Supply Units:

4 persons to Yugoslavia, 4 to Greece and 2 to Albania.

Relief and Refugee Units:

4 teams to Greece, 4 teams to Yugoslavia, one partially complete team to Albania.

Public Health Welfare nurses:

4 nurses to Yugoslavia, 3 to Greece and 1 to Albania.

Field Bacteriological personnel:

2 to Yugoslavia, 1 to Greece and 1 to Albania.

As additional voluntary personnel arrive they will be allocated in the following proportions:-

5 to Yugoslavia, 3 to Greece and 1 to Albania.

6. Use of Voluntary Society Teams in the Field.

It is the policy of AML that all voluntary workers be organised into team units for service in the Balkans in order that necessary field equipment and transport can be secured. It has been agreed, however, that after teams have been assigned to areas within the country, the members

of the teams can be deployed on an individual basis to serve in whatever capacity they can make their maximum contribution.

7. Training.

Voluntary Society workers are now rapidly being withdrawn from refugee camps to undergo special training. Supplementary training will be provided by the Health and Welfare Divisions to the members of their respective units.

8. Relations with Cairo Council of Voluntary Societies.

The Welfare Division has kept in close touch with the Cairo Council of Voluntary Societies, and its advice and participation is sought at every point.

9. Physical Examinations and evaluations of Voluntary Society workers.

Many of the Voluntary Agency personnel have not had medical examinations. It has been agreed that all personnel should have a medical examination before mobilisation by a medical board composed of medical officers from AML, UNRRA and the Cairo Council of Voluntary Societies. The Welfare Division is also engaged at the present time in co-operating with the representatives of the Cairo Council of Voluntary Societies in working out a formula for the evaluation of all voluntary agency personnel.

10. Military Status of Voluntary Society Personnel.

AML has recommended that the members of the Voluntary Society teams be given military classifications with ranks of officers and non-officers. These different classifications would mean differences in messing privileges, living accommodations and other amenities. The Voluntary Societies feel strongly that no such differentiation should be made. In various conferences held with representatives of the Cairo Council and AML it was pointed out that the personnel allocated in the various categories in the team units included workers with high qualifications in other relief spheres; that their designations do not reflect the different types of work which they will be called upon to do and that their responsibilities will cover a wide range of services. The effective use of relief teams will make it necessary that they should all have the same status and any other plan would lead to confusion and breaking down of morale within the relief unit. A memorandum to this effect has been sent to AML by UNRRA and a joint conference has been requested to consider this matter.

11. Refugee Camps.

During the course of the month, visits were made by different members of the welfare staff to the refugee camps. There is still an acute shortage of clothing, supplies, and equipment for the refugees. Lack of necessary materials is particularly serious and has made it impossible to carry on the different occupational projects in the camps. Every effort is being made to remedy this situation, but the difficulty in securing supplies is a real source of concern to the Welfare Division.

The withdrawal of Voluntary Society workers from the refugee camps is also creating a problem. It will be necessary to replace these workers with at least a small continuing staff and a supplementary budget has been requested for necessary welfare personnel to carry on welfare activities in the camps.

12. Meeting with Greek Minister of Social Welfare and Health.

A conference was held with Mr. Londres, Greek Minister of Social Welfare and Health to discuss Welfare needs in Greece and the extent to which the Welfare Division might be helpful in meeting these needs. Mr. Londres promised to submit a report which will include data on the number of villages

destroyed, the extent of homelessness in Greece, the amount of food, clothing, shelter, medical and welfare services required. When received, this information will be exceedingly helpful to the Welfare Division in developing its welfare plans.

HARRY GREENSTEIN.

UNRRA - WELFARE DIVISION

YUGOSLAVIA - TENTATIVE PLAN AND APPRECIATION FOR
WELFARE SERVICES

Object.

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6. If the economic situation of the country justifies, relief should be given in cash in order that destitute persons may purchase the necessary available goods and return as quickly as possible to their normal mode of living; If in rural and mountainous areas barter is the customary method of exchange relief supplies might be given in kind. Food provided should so far as possible and consistent with standards of nutrition, take into account native preferences.
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8. If the available food is inadequate to feed all those in need and priorities must be established, the selection should be made solely on a basis of need. Needy groups that might be given first consideration in the order named are:
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1. Director of Welfare for Yugoslavia.
2. Welfare Specialists in child care, feeding, shelter, occupations camps and community organisation (6)
3. Field Welfare Officers (12)
4. District Welfare Officers (6)
5. Relief and Welfare Teams

UNRRA staff will be prepared to render at the request of Yugoslav authorities technical advice and assistance on the organisation and operation of relief and welfare programmes, including among other things consultation on:

- (a) The establishment of national, regional and local plans of operation.
- (b) The development and use of advisory committees in handling welfare problems.

- (c) The establishment of priorities for relief purposes.
- (d) The development of survey methods to determine the extent of need within communities and social resources available to meet need;
- (e) The establishment of cooperative plans of operation with indigenous as well as foreign agencies operating in the field
- (f) The development of training and occupational programs.
- (g) The development of standards, methods of operation and forms for use in providing:
 - 1. Assistance to persons in their own homes.
 - 2. Care for homeless and internally displaced persons - including the re-uniting of separated families *
 - 3. Child Welfare programs and services for persons needing specialized care to meet serious economic and social problems.
- (h) The establishment and operation of:
 - 1. Refugee Centers.
 - 2. Information, advice and counselling centers.
 - 3. Relief Offices.
 - 4. Emergency feeding and shelter programs. *
 - 5. Registration of displaced persons.

- (i) The compilation of information regarding displaced populations.

At the request of Yugoslav authorities and as appropriate relief teams will be available to assist UNRRA personnel in the performance of the above functions.

Yugoslav Nationals.

Certain positions on UNRRA staff and in relief teams should be filled by Yugoslav nationals. Such positions are interpreters, interviewers, clerks, registration clerks, receptionists, messengers, drivers, mechanics, and cooks. It would seem that delay in recruiting such staff until after entry into Yugoslavia would

result in considerable confusion in initial operations. Therefore it appears necessary that plans be made to establish methods by which Yugoslav nationals now in the Middle East might be selected and trained for specific duties. Should such a plan be made, the Welfare Division will be prepared to provide training in registration, interviewing and other activities involving welfare functions.

Progress.

In the development of the Yugoslav Tentative Plan and Appreciation for Welfare Services conferences were held with AML officials. Among those participating in one or more of the conferences were Col. Parrett, Col. Easton, Col. Pell, Major Bickersteth, Major Johnson and Lt. Carr of AML and Harry Greenstein, E.K. Balls and Rhoda O'Meara of the UNRRA Welfare Division.

The general principles underlying the plan, tentative methods of operation and working relationships between Relief Branch - AML Force Yugoslavia, UNRRA Welfare Division and the Yugoslav Government were discussed and understandings reached. Plans were made to hold regular working conferences and methods were established to facilitate the exchange of information. Agreement was reached that the present broad plan of relief and Welfare operations must be implemented and revised in accordance with the exigencies of the situation.

At the present time the Welfare Division is or is preparing to develop materials necessary for the implementation of the Welfare plan. Among such materials are: a Yugoslav Welfare handbook, a guide to field reporting, principles and standards to be used as a guide by Welfare staff in giving consultation on matters such as the determination of need, the use of cash relief, recording of assistance and service, child Welfare services, the use of advisory committees, etc.

Matters requiring further clarification.

The further development of detailed relief and welfare plans of operation is dependent, to a large extent, upon decisions to be made concerning the number and composition of relief and welfare teams that will be available for the work in Yugoslavia and the Yugoslav, UNRRA and AML decisions with respect to the selection and training of Yugoslav nationals for work with UNRRA. Basic, of course, to any Welfare plan is the final determination to be made by Yugoslav authorities concerning the extent and use to be made of UNRRA services.

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- * In connection with the above it is noted that the Welfare Division in cooperation with AML is currently developing a supplementary registration card to be used as an aid in reuniting separated families, and plans are under development for the use and provision of identification discs. Also work is progressing on the development of widespread feeding plans.