

At the request of SHAEF, five UNRRA doctors, all high-ranking nutrition experts, went to the notorious concentration camp of Belson in May to render assistance to the victims of Nazism there. The group included Colonel Virgil P. Sydonstricker, chief of UNRRA's nutrition section, and Dr. A. P. Moiklojohn, on leave to UNRRA from the Rockefeller Institute. A small hospital unit will shortly be sent to Belson.

Albania

The Chief of the UNRRA Mission to Albania has studied health conditions and medical requirements in that country with a view not only to implementing the Military Liaison - UNRRA medical plan but also to elaborating a health program for the period of UNRRA responsibility. The list of medical requirements submitted by the Albanian authorities is being analyzed in the light of ML and UNRRA supplies.

Austria

Plans are being made for a medical program in connection with UNRRA's prospective displaced persons operations in Austria. Discussions have taken place between UNRRA representatives and the principal medical office of the Allied Control Commission for Austria, with a view to correlating UNRRA's medical work with that of the Allied Control Commission.

China

The medical members of the group of thirty-eight Chinese technical experts who were brought to the United States by UNRRA have made extensive studies of public health methods in United States cities, camps, schools, laboratories, and experimental stations.

Since sanitation is of basic importance in the relief work of China, their studies laid special emphasis on American methods of sewage disposal and water purification.

In May, UNRRA completed arrangements to send a number of medical and health experts to China to train personnel in medical centers to be established by the Chinese Government. Fifteen have thus far been requested, including surgeons, internists, public health engineers, nurses, rodent and vector control experts, a gynecologist and obstetrician, an expert in maternal and child hygiene, a visual education expert, a bacteriologist, an epidemiologist, and a radiologist.

In connection with the recent serious outbreak of cholera in Chungking, UNRRA has been requested to furnish about three tons of medical supplies ^N and equipment and nine medical experts to assist in combating the epidemic.

Czechoslovakia

One of the supplementary agreements signed between UNRRA and Czechoslovakia in April relates to health services. These will be provided and administered by the Czechoslovak Government and will be financed in whole or in part from the net proceeds derived from the sale, lease, or other transfer of relief and rehabilitation supplies furnished by the Administration. The Administration, however, will assist in furnishing health services, if so requested by the Government, in accordance with plans agreed upon between the Government and UNRRA.

The Administration has helped to conclude an arrangement whereby equipment for a nationwide tuberculosis program will be supplied to the Czechoslovak public health agencies through a voluntary agency, American Relief for Czechoslovakia.

Czechoslovakia has recently requested five million units of insulin in powder or liquid form to be flown in for the aid of victims of starvation liberated from concentration camps. One and a half million units in liquid form are being supplied from the United Kingdom, and the balance is being sought in the United States.

Greece

The UNRRA Mission in Greece is co-operating with the Greek Government in an emergency program designed to stamp out malaria through the use of the latest scientific techniques. If this program succeeds, Greece, for the first time in its long history, may be spared the curse of malaria. The fight against malaria will be carried on both by medical treatment of infected persons and by exterminating malaria-breeding mosquitoes. UNRRA has purchased ten airplanes to be fitted with the necessary spraying apparatus and has supplied adequate amounts of DDT. About 750,000 acres of swamp-land will be sprayed from the air; by this means, breeding areas hitherto isolated can be reached quickly and effectively. The remaining 250,000 acres of swamp will be sprayed by hand from the ground. The program of malaria control will be carried out by ten district teams, each consisting of one doctor, two sanitary engineers, nurses, and fifteen sanitary inspectors.

Another major health activity in Greece is the tuberculosis program. Tuberculosis became increasingly serious during the Axis occupation when the population, as a result of its sufferings, lacked normal resistance to the disease.

Substantial progress has also been made in typhus control, and delousing stations have been set up in various centers for this purpose.

UNRRA has also assisted in the repair of damaged hospitals and other institutions. Large quantities of medical supplies and hospital equipment have been shipped to Greece, and technical advice has been given in the repair and reconstruction of hospitals and sanitation centers.

Italy

Health work in Italy has in large measures been associated with the program of supplementary feeding, which requires medical determination of the mothers and children^{who} are most seriously in need of nutrition. Criteria by which Italian doctors will select individuals in need of UNRRA supplementary feeding have been defined and are now ready for immediate publication and distribution to all doctors of Italy. The University clinics in Rome, Naples and Palermo are organizing special courses in the clinical signs and symptoms of malnutrition.

The Mission to Italy established nutrition teams, composed of welfare and health personnel, have completed surveys of the nutritional deficiencies of Italian mothers and children, as well as of refugees, in selected areas. Studies made by X-ray teams have indicated the greater incidence of tuberculosis in children suffering from malnutrition, thereby serving to emphasize the importance of the child-feeding program.

A joint project in supplementary nutrition was initiated by UNRRA and two American voluntary agencies, the Unitarian Service Committee and the Congregational Christian Service Committee. Staffed by a distinguished group of physicians and other experts provided by the voluntary agencies, the project is designed to determine the effects of malnutrition upon the health of a people during wartime. Special groups of the population in selected areas are being studied intensively in order to assess the severity of their malnutrition and the efficacy of certain foods and vital preparations in restoring them to health. Broader aspects of the study will include an inquiry into the relation between malnutrition and the incidence of various communicable diseases. The results of this work as they are currently obtained will be made available immediately to UNRRA for application not only in Italy but in other areas of operations as well.

In May, a four-day nutrition conference for Italian public health nurses was held in Rome, which was attended also by high Italian public health officials. Simple recipes for the preparation of foods provided by UNRRA for distribution were given to the participating nurses in order that they might instruct the recipients of these foods in the provinces.

The Italian Administration for Refugees is alarmed over the fact that many of the Italian refugees being returned to Italy from abroad are reported to have tuberculosis. It has asked UNRRA for assistance in procuring X-ray films and chemicals to develop them, and also for the use of UNRRA photofluorograph equipment and personnel in Northern Italy as soon as possible. An UNRRA tuberculosis unit has been working in Varese near Lake Como surveying the condition of returning Italian refugees. Arrangements have been made for a cooperative program for tuberculosis examinations of all University students in Rome. The University will supply the machines while the Mission will provide the film.

UNRRA's health personnel have established close relationships with Italian medical authorities and have engaged in joint planning with respect to the control of epidemics, especially the threat of malaria in areas deliberately flooded by the Germans. A definite plan for malaria control is being adopted as a result of these discussions. Thirteen million lire from the UNRRA Italian lire fund are to be allocated for epidemic-control activities. DDT powder, window screening, and other supplies are being distributed to the regions in which control of the disease is most urgent.

The Province of Latina (formerly Littoria) has requested UNRRA to provide funds, material, and equipment in order to continue its control program throughout the entire malaria season. UNRRA is preparing to assist in allocating DDT for control in mined and flooded areas, and will assign transport and funds for

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the additional labor required. UNRRA's medical staff is working in close conjunction with the Italian Government on this program in Latinita, which will be extended elsewhere in Italy as needed. Three young Italian engineers are being trained to supervise the work of emergency malaria control units which will operate under UNRRA.

The distribution of penicillin was started in Italy during May. Approximately 2,500 ampoules, each containing 100,000 units, will be available every month for five consecutive months. Other medical supplies, together with equipment seriously needed for hospitals, were also sent in quantity to Italy during the period under review.

Yugoslavia

The most serious health problem in Yugoslavia has been the control of typhus epidemics. This work, originally carried on jointly by the United States Typhus Commission and the Yugoslav authorities by a special agreement, with supplies and equipment furnished by the Allied military authorities, is now being gradually taken over by the UNRRA health staff. UNRRA has already assumed major responsibility for the typhus control work in Montenegro and will soon extend its assistance to other parts of the country. Supplementing the equipment and supplies furnished by the military authorities, UNRRA has during the past quarter shipped in hospital and medical supplies to remedy the deficiencies.

In response to an urgent appeal from the Yugoslav Government in April, UNRRA, with the assistance of AEFHQ, arranged for the shipment by air of approximately 245,000 doses of vaccine from Cairo to Yugoslavia via Bari, in order to combat a smallpox epidemic which had broken out in certain areas of the country.

Since malaria control work is expected to assume increasing importance in the next few months, arrangements are being made for ^a Yugoslav epidemiologist to undertake

C O N F I D E N T I A L

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a refresher tour in the United States.

The Government appealed to UNRRA for aid in rectifying the inadequate water supply and sanitation conditions in the reception camps for returning Yugoslav nationals recently established along the northern borders of the country. Following an inspection tour of the camps, Major Ingraham, UNRRA sanitation officer, flew to Italy to obtain from Allied military authorities the needed supplies, including epidemic-control materials.

Far East

A resolution adopted at the Lapstone Conference of the Committee of the Council for the Far East in February requested UNRRA to facilitate and promote the collection from all Far Eastern areas of knowledge concerning the causation of diseases, their methods of prevention, and advances in their treatment, and to disseminate such knowledge as soon as it becomes available. In pursuance of this resolution, the Administration has prepared lists of important recent medical publications, with sample copies of each, and has forwarded them to the various member governments of the Far East. UNRRA will arrange for additional copies of these publications to be made available upon request. With regard to the Lapstone resolution, special attention should be called to the Far Eastern Epidemiological Service, whereby the Chungking and Sydney Offices of UNRRA are collecting reports on communicable diseases for publication in the semi-monthly Epidemiological Information Bulletin.

International Sanitary Conventions, 1944

UNRRA is entrusted temporarily with the administration of the International Sanitary Maritime Convention, 1944, and the International Sanitary Convention for Aerial Navigation, 1944, which widen and bring up to date the international

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service for reporting epidemic conditions throughout the world, for applying international quarantine methods, for maintaining adequate health safeguards in the movement of international travel, and for facilitating generally the technical operation of international disease control.

These Conventions, adopted in their amended form by the standing technical Committee on Health on 9 December 1944, came into force on 15 January 1945, following signature without reservation by a sufficient number of nations. The Conventions remained open after 15 January for accession by any government not a signatory. During the period covered by this report, several new accessions were reported by the United States, which is the depository Government. The two Conventions were signed by Australia (with reservation), by the Netherlands, and by New Zealand (with a reservation to the International Sanitary Convention for Aerial Navigation); they became effective for these three countries on 26 March, 22 May, and 22 May 1945 respectively.

On 7 June the State Department of the United States notified the Director General that the United States Senate on 21 May had ratified the two 1944 International Sanitary Conventions. Ratifications to date total twenty-one nations, in addition to twenty-one British colonies and protectorates.

The responsibilities assumed by UNRRA in connection with the Conventions include the definition in consultation with the governments concerned, of endemic yellow fever areas, and the inoculation or quarantine of persons entering or leaving such areas. Aircraft must be disinfected at each aerodrome in yellow fever areas and at the first call outside these areas, and their crews must be inoculated against the disease. Other responsibilities of UNRRA include the establishment of standards for yellow fever vaccine and the designation of

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institutions for testing such vaccines. UNRRA also publishes the Epidemiological Information Bulletin and distributes it to health authorities throughout the United Nations, in order to give necessary current information on disease.

Following the recommendation of the standing technical Committee on Health, the Administration has established close liaison with the Office International d'Hygiene Publique at Paris, to secure the exchange of information under old and new Sanitary Conventions. During the period covered by this report, arrangements were concluded providing for the interchange of epidemiological information received by the Administration and the Office respectively, for fixing their respective responsibilities in connection with the notifications to governments of the incidence of disease, and for the issuance of pertinent publications.

Arrangements have also been made by UNRRA Headquarters in Washington with the Pan American Sanitary Bureau for the transmission of notifications and other information to and from countries adhering to the Pan American Sanitary Code. The European Regional Office in London acts as a clearing house for the continents of Europe and Africa, as well as for Asia Minor. The UNRRA offices in Chungking and Sydney transmit epidemiological information gathered from the free areas in China and from certain areas in the Pacific.

The Director General hopes that the work which UNRRA is doing under the Conventions in the control and prevention of disease will lay the foundation for permanent post-war health organizations that will use world resources of medical knowledge to provide the utmost in health protection for all peoples.

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WELFARE

Council Resolution No. 9 directs the Administration to make specific provision for welfare services for the victims of war -- in particular for children, expectant and nursing mothers, the aged, and the disabled -- consonant with the general policy of UNRRA that such services should be designed to help people to help themselves. While the Resolution stipulates that the Administration should be prepared to administer welfare services directly, when called upon by a government or recognized national authority to do so, at the same time it recognizes that, "in general, welfare services should be administered, so far as possible, by the government or recognized national authority concerned," with UNRRA thus limiting itself to such technical advice and services as may be called for by the plans made with the government or national authority. In accordance with this principle, UNRRA has been working with governments in the formulation of programs designed to initiate or reestablish services for children or other groups especially disadvantaged by the enemy occupation, and to make the best use of available welfare facilities.

With the actual liberation of the occupied areas, the growth of programs for meeting the needs of the people of these areas, and actual experience in distributing supplies and providing emergency welfare services, it has been possible to supplement the handbook Emergency Welfare Services (report of the Studies Subcommittee of the standing technical Committee on Welfare), with more detailed and specific statements of problems, principles, and methods.

Belgium

Two Queen's Messenger Convoys (mobile units for emergency feeding), which had been placed at the disposal of UNRRA by the British Ministry of Food in January 1945, continued in April to assist in the provision of emergency meals to

bombed-out persons in and around Antwerp and Liège. An UNRRA emergency feeding specialist as well as a technician was loaned with the vehicles. Upon conclusion of the bombing attacks, the Convoys were transferred for service in displaced persons operations.

China

The request of the Chinese Government for fourteen UNRRA welfare specialists to advise in the development of the Government's welfare program was formally approved by the Administration at the end of May and is in process of being met. These welfare specialists will at the outset render assistance in the Government's program of training twelve thousand Chinese welfare personnel to carry out emergency relief operations. They will also consult with the Chinese Government in the development of programs and supply requirements for camps, mass feeding, work projects, care of refugees, care of children, assistance to the indigent, and care and rehabilitation for the maimed and physically handicapped. Work has begun on assessment of the needs of refugees now located in Free China. Discussions have been started with the Chinese National Relief and Rehabilitation Administration and with voluntary agencies concerning the integration of the work of these agencies into the CNRRA program.

During a recent famine in Kweichow province UNRRA, at the request of the military authorities, co-operated with CNRRA, the Red Cross, the Friends Ambulance Unit, and other agencies in bringing relief to the starving population.

Czechoslovakia

The Government's agreement with UNRRA included a supplementary agreement outlining the Government's broad five-year program for the provision of welfare services. The Czechoslovak Government will finance the program in part through the

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net proceeds derived from the disposition of UNRRA's supplies. As in the case of health, the Administration is to assist in furnishing such services, if requested by the Government, in accordance with plans concurred in by the Government and UNRRA.

Two welfare officers are on the staff of the UNRRA Mission which recently arrived in Prague.

Ethiopia

A new Mission to Ethiopia is being organized, succeeding the UNRRA technical delegation which surveyed relief and rehabilitation needs in that country. The immediate purpose of the Mission will be to institute a program of education in the fields of welfare, particularly the welfare of homeless children, as well as of medical and health services. Other undertakings will be added, such as agricultural rehabilitation, if opportunities occur and conditions permit.

France

The Liaison Mission to France includes officers for welfare. At the invitation ~~of the French Ministry for Prisoners of War, Deportees, and Refugees, two special-~~
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On the representation of the French authorities, UNRRA agreed to allocate approximately 1,000,000 pounds from the recent collection of used clothing for the special use of repatriated women and girls.
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Germany

In the German Assembly Centers, the extent of welfare services has varied considerably, in accordance with the character of the population and the available facilities. In those Centers in which speedy repatriation has been possible, welfare services have been somewhat limited, since the high rate of turnover made the planning of extensive programs unnecessary. Services such as nurseries and schools

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and the organization of work and leisure time activities have, however, been worked out for these Centers, for the purpose of maintaining order, interest, and co-operation on the part of the residents of the center. In those centers populated largely by persons unlikely to be repatriated in the near future, these activities assume great importance, together with the necessity of knowing and dealing with people as individuals. The Welfare Division of UNRRA has recently published a document entitled WELFARE GUIDE, Services to United Nations Nationals Displaced in Germany. The Guide, prepared by the Welfare and Displaced Persons Divisions in London and Paris in collaboration with SHAEF, has been distributed to personnel assigned to assembly center work. The substance of this Guide is incorporated by SHAEF in its Guide to Assembly Center Administration.

Greece

The Mission to Greece advised the Government in the drafting and the plans for administration of the recently enacted Welfare Center and Public Assistance Law. It has also advised the Ministry of Health and Welfare in connection with the Greek Government's assumption of responsibility for the child-feeding program formerly administered by the Swiss Red Cross. Consideration has also been given to the feasibility of establishing a school-feeding program. A request for mass-feeding equipment for twenty thousand persons, mostly children, has been submitted.

Considerable planning has been done by UNRRA, in conjunction with the Greek Red Cross and the Swiss Red Cross, with respect to summer camps and colonies. Standards of operation have been developed, and efforts are being made toward securing necessary supplies and equipment.

A welfare services project covering help to state orphanages, rural day nurseries, and other child welfare activities has been developed. A survey of the

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need for such services in all parts of Greece is being made, and a detailed schedule of supplies and funds required has been prepared jointly by welfare personnel and the Ministry of Health and Welfare. Arrangements were made with the Ministry of Welfare for a model registration and investigation of the children in the Institution for Bombed-Out Children from Piraeus. It was hoped through these means to restore some children to their own homes as well as to establish a model for use with homeless orphaned children both in other orphanages and outside of institutions.

Voluntary society teams, now comprising more than 350 persons, have played a leading part in the distribution of clothing and in restoring the functioning of the damaged hospitals. Voluntary society personnel under UNRRA has also assisted in the establishment of an extensive child-feeding program in the Peloponnese.

A consultant on physical rehabilitation has been sent to Greece to assist the Near East Foundation in developing a program for comprehensive rehabilitation of the crippled and disabled adults and children of Greece. Planning has also continued for occupational training and home industries.

Italy

Welfare workers of the UNRRA Mission to Italy perform services in connection with all phases of the limited relief program in that country. They are aiding the Government in evaluating the adequacy of national public and private welfare institutions and programs. They also render services in connection with local welfare problems. Thus they assist the local citizens' committees responsible for determination of need and the equitable distribution of supplies, and maintain liaison with local agencies and institutions which distribute UNRRA foods. In this connection they have been engaged in surveying existing means of distribution and in setting up a system for the selection of children and mothers who are most in need of UNRRA

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aid. In addition to those at Rome and Naples, welfare officers were^{assigned} to the five provinces of Latium (Littoria), Frosinone, Aquila, Chieti, and Pescara, to assist in making arrangements for the feeding program which began in May.

Middle East Camps

In each of UNRRA's camps, in the Middle East, voluntary agency and UNRRA personnel have been responsible for such services as child care, the equitable distribution of clothing, leisure-time occupations, and information and counseling. They have sought especially to elicit the active participation of the camp residents and to equip them for life in their local communities and their countries after their return. Co-operation by camp residents in the administration of the camps has increased since the civilianization of camp management in March and April 1945. When repatriation began, the needs of children and the aged for special care were given recognition by the assignment of welfare personnel to the teams that accompanied each flight of returning refugees.

Yugoslavia

The extent to which welfare services of UNRRA will be requested in Yugoslavia has not yet been determined. Therefore, most of the welfare staff originally assigned to the Mission, as well as the personnel of voluntary societies, has been, or will be, reassigned. The most acute welfare problem is the necessity of providing housing, supplies, and care for several hundred thousand orphaned and destitute children. A child welfare specialist has been working with the Government in estimating the supplies required for children's institutions. UNRRA welfare workers are also making provision for the returning Yugoslav refugees by developing a program of supplies needed for them. Two emergency feeding columns have recently been allocated to Yugoslavia and will assist the Yugoslav Government in its welfare work among the destitute and returning refugees.

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Provision for Welfare Supplies

After considerable study had been made of the supplies necessary for the operation of emergency welfare services, the Administration recently authorized the European Regional Office to make an expenditure of some seven and one half million dollars for the accumulation of a stockpile of welfare supplies essential to UNRRA welfare work in various areas of Europe. This expenditure, estimated to cover requirements for six months of operations, will include equipment for six hundred thousand households of four persons each, in recognition of the fact that the provision of household equipment would in many cases obviate or reduce the need for such emergency measures as group-feeding centers. In addition, equipment is being procured for one thousand milk kitchens, each supplying milk to six hundred infants and children daily, for one thousand day-nursery centers, one thousand children's hostels, and one thousand centers of maternal and child welfare, each serving a thousand children and an undetermined number of mothers daily. These items are now being stockpiled and will shortly be available for use by the governments of countries in which UNRRA missions are operating, for emergency relief programs in European countries not requesting financial assistance from UNRRA, and for Assembly Centers of displaced persons.

OTHER SERVICES

Council Resolution No. 1 authorizes the Administration to provide a variety of technical services in the field of relief and rehabilitation, including not only health and welfare, but also services in the rehabilitation of industry, agriculture, and public utilities. Advance planning on a broad scale in these fields has not been possible, since the extent to which such services might be necessary in any given country has become apparent only since liberation and as the respective governments have had the opportunity to assess their needs, formulate their programs, and indicate to what extent UNRRA's assistance would be needed. In the past few months, however, as UNRRA's missions have moved into more areas, the Administration has been called upon for aid in specific projects and has also been able to define more clearly the types of technical assistance which it is prepared to provide.

Industrial and Agricultural Rehabilitation Services

Services in the fields of industrial and agricultural rehabilitation are to date perhaps the least developed and applied of those which UNRRA renders, in view of the fact that they could not be fully utilized until UNRRA had provided substantial supplies for rehabilitation of industry and agriculture. Such supplies, especially machinery needed both on the farm and in industry to help recipient governments to help themselves, are now flowing forth in an accelerated stream. It is therefore to be expected that the recipient governments will, in the future, make more use of UNRRA's technical experts in agricultural and industrial rehabilitation than they have in the past.

Specialists in these fields are regularly assigned to the country missions, and various emergency situations have led the governments of

certain countries to appeal for special aid. For example, on the advice of such specialists, UNRRA has been shipping sodium arsenite and other pesticides to Greece to meet the requests of the Greek Government in combating locust manifestations over most of the country, which have imperiled the vegetable crops in some areas. Similarly, Yugoslavia has requested UNRRA to provide a number of tractor specialists for supervising the assembly, field servicing, and maintenance of the tractors required in agricultural rehabilitation.

While the services of the Administration in industrial and agricultural rehabilitation are ordinarily extended through experts attached to its country missions, they also include the provision of technical specialists for short periods of time and in connection with specific projects. Further, they include assistance to the countries which do not require UNRRA's financial help but which welcome measures designed to facilitate the exchange of information and experience among all member governments concerned with similar problems of rehabilitation under emergency conditions or to assist in procuring for them special technical services. Such services to all member governments include specifically the following:

1. Collection and dissemination of technical information on specific problems which confront the governments of liberated countries in similar fields of relief and rehabilitation, and assistance to governments willing to collect such information for the use of other member governments.
2. Arrangements for meetings of technical experts of member countries confronted with special problems of agricultural and industrial rehabilitation in order to enable them to obtain first-hand knowledge of means by which similar problems are being met in other countries.
3. Assistance in recruitment of skilled experts and administrators for governments seeking the temporary services of technical advisers from abroad.

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Aid in Training

Aid in training for purposes of relief and rehabilitation is an established policy of the Administration but in the past it has ordinarily been applied within relatively narrow limits; that is, it has assumed the form of the Administration's assisting technical experts of member countries to travel abroad for purposes of study and investigation. Thus, as mentioned in the preceding report to the Council, thirteenth Chinese technical experts were brought to the United States by UNRRA in cooperation with the China Institute of America to enable them to gain information relative to the latest and best United States methods and techniques applicable to rehabilitation problems of China in the fields of agriculture, medicine, public health, and conservation, and on their return to China to recommend to the Chinese Government, and in particular the Chinese National Relief and Rehabilitation Administration, processes for adaptation to Chinese rehabilitation problems.

Recently, however, the Administration has amplified its facilities for aid in training by providing for the loan to member governments, upon request, of its own experts who will be prepared to give instruction abroad. On 28 June an administrative order was issued to this effect. The order states that it shall be the policy of the Administration, within the authority vested in it by Council Resolutions, to grant requests received from member governments for assistance in providing technical experts for training, or assisting in training, in those technical fields closely allied to UNRRA's program of relief and rehabilitation, such as health, welfare, agriculture and industrial rehabilitation. Such assistance, when rendered to member governments at UNRRA's expense, will be confined to (1) liberated recipient

countries not in a position to pay for relief and rehabilitation supplies and services with suitable foreign exchange; (2) technical aspects of relief and rehabilitation consistent with UNRRA's authorized program and which will benefit the government's and/or UNRRA's efforts in those fields in a reasonable period of time, and which in no wise appear to supplement or compete with the established educational facilities of a country. These training experts are to be recruited by UNRRA, which will provide required orientation and transportation. They will operate as part of the UNRRA Mission staffs or will be detailed to the governments for such assignments as may be mutually agreed upon between the Governments and UNRRA. Assistance in training may likewise be provided to countries in a position to pay for relief and rehabilitation supplies and services with suitable foreign exchange, provided that necessary arrangements are agreed to between the Administration and the Governments with respect to the Government's bearing the expense incurred.

Technical experts of the member governments may be provided "fellowships" at UNRRA's expense for further training in their respective fields, provided those fields are closely related to UNRRA's program.

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LEGISLATIVE DECREE OF THE LIEUTENANT
19 March 1945, No. 79

Approval of the agreement concluded in Rome, on March 8th, 1945 between the Italian Government and the U.N.R.R.A.

UMBERTO DI SAVOIA
Prince of Piedmont
Lieutenant General of the Kingdom

by virtue of the authority delegated to us;
whereas the decree of the Lieutenant, dated 25th June 1944, No. 151;
whereas the resolution of the Council of the Ministers;
on proposal of the President of the Council of Ministers, First State
Secretary & Minister for the Interior, by agreement
with the Ministers for Foreign Affairs, Finances &
Treasury;

We have sanctioned and promulgated what follows:

ART. 1.

The agreement concluded in Rome, on March 8th 1945, between the Italian Government and UNRRA, is approved, and is in force as from the aforesaid date.

ART. 2.

Regulations necessary to implement the agreement mentioned by the preceding article, will be issued with further legislative decrees.

ART. 3.

The Minister of the Treasury is authorized to bring, by his own decrees, whatever change is necessary in the budget.

ART. 4.

The present decree is in force from the day of its publication in the "Gazzetta Ufficiale"

We order to all concerned, to obey the present decree and to enforce it as a law of the State.

Rome, 19th March 1945

(signed) UMBERTO DI SAVOIA
Bonomi - De Gasperi - Pesenti - Soleri

The Lord of Privy Seal: Tupini
Registered by the Court of Accounts 24th March 1945

Acts of the Government, reg. No. 3, fol. No. 53 - PETIA

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UNRRA HIGHLIGHTS ON U.S. PRESS

14 August 1945

5 August Washington Times Herald carried brief story of purchase by UNRRA of surplus medical supplies, mules, and wool caps from Army, for use in Balkan area. Sale took place at Caserta, Italy, and involved \$794,981.03.

AP dispatch from Frankfurt-on-Main stated that nearly 65% of all displaced persons in Western Europe have been restored to homelands - this means 4,166,000 representing 17 nationalities, leaving 2,174,182 still to be reclaimed. Of these largest group is Polish, with 899,950 still living in camps throughout the three zones.

A New York Times, editorial, "UNRRA is no Sideshow" says that no one questions "the really heroic devotion of Director General Lehman and his staff." In asking what is the trouble, the editorial continues: "In the first place, there is the sheer magnitude of the burden put on UNRRA's shoulders by the ending of the German war. Down to the end of March, 1945, the agency had shipped 37,000 tons of supplies overseas. Its program for the second quarter of the year was 1,200,000 tons - more than thirty times as much." Complaining that the United States had sent almost no fats and oils, that meat shipments were halted, "The American part of the picture has been that UNRRA is a stepchild, whose requirements are met only when military and domestic demands and the commitments of the Foreign Economic Administration have been satisfied." The Times believed that UNRRA could be better streamlined, and it "must be given priorities it does not now possess. About all, our own Government and other Governments concerned must realize that UNRRA's task ... is as important now in Europe as military victory was six months ago....UNRRA is no sideshow. It ought to have the spotlight."

An AP dispatch from Omaha maintains that "At a time when the need is greatest to resow war-ravaged fields, two million bushels of small grain seed have been collected in the United States for distribution by UNRRA." Seed in Nebraska, Montana, Kansas, and Oklahoma is being processed for shipment to Czechoslovakia, while Texas seedmen are preparing oats for shipment to Greece.

6 August New York Times cable from Cairo says that according to Polish sources there, "not more than 5 per cent of the Polish communities scattered throughout the Middle East, totaling about 50,000 persons, favored repatriation when an effort was made recently to canvass those concerned."

6 August A special cable from Chicago to the New York Times stated that the Executive Committee of the National Association of Retail Grocers cabled the U.S. representative to the third Council session of UNRRA in London warning the "food situation in this country has reached the crisis stage" and urged protection of American interests. It declared that the American standard of living was at a dangerously low level, and urged that assistance to distressed persons be held "within resources and reason" to prevent further debasing of living standards in this country.

An AP dispatch from London stated that UNRRA would at its coming session launch a funds campaign.

7 August An AP dispatch from New York quoted the Yugoslav news agency as saying that the merchant ship William Palmer bearing UNRRA supplies had struck a mine at the entrance to Trieste and sank in 30 minutes. The cargo consisted of 835 tons of clothing, more than 1,000 tons of barley, and 360 horses to be used for breeding purposes. The crew was saved, and several horses swan ashore.

A special cable from Washington to the New York Times reported Hendrickson's statement that "privately financed supplies would be accorded space to UNRRA ships for delivery to private business establishments in liberated countries receiving aid." Such shipments would be taken on as filler cargo.

An AP dispatch from London went into details as to UNRRA's financial plans for the future, and quoted Ernest Bevin's speech to the Session. Bevin warned that the nations must make more supplies available to UNRRA, and added, that the Labor government "will stand behind the UNRRA and do everything in their power to make it a success."

Bevin's speech was also carried by wireless to the New York Times.

8 August The New York Journal of Commerce stated that UNRRA plans a "vast program of malaria relief" and the U.S. Treasury Department has, on behalf of UNRRA, placed orders with Winthrop Chemical Co. for 92,000,000 atabrine tablets. This is sufficient to treat 6,000,000 malaria cases; 80,000,000 were delivered in June.

A delayed dispatch to the New York Herald Tribune from Manila stated that "the first shipment of 4,500 tons of flour from the United Nations Relief and Rehabilitation Administration is due to arrive shortly."

11 August A Dispatch from London stated that Australia demanded that the UNRRA Central Committee be increased from four to nine members. High Commissioner Stanley Bruce felt that the present Big Four domination of UNRRA had set "a dangerous precedent."

Ambassador Pearson of Canada stated that the time had come to translate "promises into performances. Now that the war is almost over, UNRRA should stand at the very top of the priority list."

AN AP dispatch from London excerpted a speech prepared by Lehman for delivery over CBS, in which he estimated that "more than two billion dollars" in new funds would be required to carry on UNRRA's task.

An AP dispatch from Washington quoted Hendrickson as saying that "UNRRA will not assist Japan, but it may be necessary to send UNRRA experts into that country to help in the repatriation of imported slave laborers, of which some estimates indicate there may be more than one million." Hendrickson said that plans had been made for procurement of some 800,000 tons of supplies for China, and that UNRRA's programming calls for taking over of military stocks in Far Pacific, the assignment of 3000 trained technicians to Far East, and immediate dispatch of experts already in China and southwest Pacific to Thailand, Burma, and other food exporting countries to obtain foodstuffs for famine-threatened areas.

12 August The New York News reported Rep. Pace of Georgia, chairman of the special House food investigating committee as assuring the American civilians that they will get first call on available food surpluses before hungry Europeans. "Arriving at La Guardia Field from a conference with UNRRA officials in London, Pace said he had taken the stand that the needs of the American public should come second only to military requirements." He will report to Secretary Agriculture Anderson in Washington.

An AP dispatch from Boston quoted Rep. Edith Rogers: "I am not in sympathy with many of the agency's proposals - particularly those regarding huge shipments of coal to Europe, nor in a possible tremendous grant to UNRRA based on a favorable recommendation of the conference. We shall have our hands full with post-war planning for this country."

A New York Times dispatch from Washington quoted Dr. John Studebaker, United States Commissioner of Education, as asking for more food to give to "Europe's hungry millions." Surpluses should be canned under a plan developed by the Community Canning Program for War Relief, on behalf of UNRRA.

General

U.N.R.R.A.
Italian Mission

M E M O

To: Thomas Colley, II

From: A.A. Sorieri

SECRET
FEB - 5 1945
31 December 1944

This memorandum will be an attempt to summarise the situation in the Displaced Persons Division to date, and to give you material which will be helpful in understanding our plans for the immediate future.

Displaced Persons Division - Italian Mission

As a result of discussions with Mr. Keeny, and following his general suggestion, the Displaced Persons Division in this Mission is responsible for programs for United Nations nationals outside of the camps, for Italian refugees and for camps of United Nations nationals.

With respect to United Nations nationals outside of camps, may I refer you to the attached report, dated 7 December and prepared by Mr. Ratay. This report is an excellent summary of the current situation and contains also our tentative plans with respect to United Nations nationals. I am also attaching a memorandum dated 21 December from Mr. Ratay indicating the needs of these displaced persons. This material is serving as the basis of our supply and budgetary requirements. May I point out that Mr. Ratay's report contains about the most accurate material available as the result of carefully studied and careful checking with military and civilian agencies in Italy.

Some time ago, Mr. Arthur D. Greenleigh, who was the JDC representative in Italy and who has now been transferred to France, officially requested that we assume responsibility for those cases cared for with JDC funds which might properly come under the jurisdiction of UNRRA. Mr. Keeny, Mr. Hawes and I have carefully reviewed this request and determined which groups would be our responsibility. Mr. Greenleigh's position was that JDC funds were primarily to be used for assistance until such time as we could become responsible. It is our feeling that similar requests will be made by the national military missions and other groups. To date, of course, we have not been able to take any action since we have not effected an agreement with the Italian government. Until this is done and until lire payments are made available to us, we are in no position to reach a decision. This program was discussed with Mr. Hoehler on his recent visit here and meets with his approval.

One of the problems which has been a matter of concern to AC and AFHQ is the matter of currency conversion for displaced persons. I am attaching a copy of a report dated 1 December prepared by Capt. W.J. Oates, Finance Officer of Displaced Persons & Repatriation Sub-Commission of A.C. which he gave at the December meeting of the Advisory Committee. With reference to paragraph 8a, may I point out that Mr. Keeny expressed strong doubts that UNRRA should be the agency to assume the responsibility described.

Italian Refugees

I am hoping that when this memorandum leaves in the January 2nd. pouch, there will be attached some material which Mr. Nadzo is in process of preparing. If not, it will surely leave in the January 5th pouch.

I might summarize the situation on Italian refugees by giving you the following data. The figures I am giving you are as accurate as we can get them and are generally minimum figures.

Mr. Thomas Cooley II
Washington, D.C.

31 December 1944

In liberated Italy:

1) In Italian refugee holding and transit camps.....	19,000 :
2) Dispersed in various provinces	48,000
" " Rome	30,000
" " Naples	5,500
Total dispersed.....	83,500
3) In forward collecting camps, temporary holding and evacuation camps, and in dispersal areas. (This number is constantly changing, but it increases rather than decreases, due to the slow movement of the battle line).....	110,000
T O T A L	212,000

Returned to their homes (It is difficult to get accurate figures on this point as many refugees returned to their homes on their own initiative and are not included in official records).....60,000

"Sinistrati" (It is impossible to get accurate figures on this group, and this is merely the best minimum estimate).....350,000
410,000

(Note: "Sinistrati" are those persons whose homes were partially or completely destroyed by enemy action who lost most or all of their belongings, who did not leave their town of residence either voluntarily or through evacuation. In general they are crowded in with friends and relatives or are billeted in homes or shelters in their own community by local authorities.)

In addition to these figures should be the large number of Italian civilians who are outside of the country and who must be returned after hostilities cease. The number of these including all the forced labor in Germany runs into some hundreds of thousands.

The Displaced Persons and Repatriation Sub-Commission of A.C. has prime responsibility for Italian refugees but has increasingly transferred this responsibility to the Italian government. Generally speaking the A.C. and the A.M.G. are responsible for collecting refugees in the forward areas, placing them in transit or holding camps and for dispersing them in communities where presumably they will receive assistance and care. In King's Italy with few exceptions, the responsibility for Italian refugees rests with the Italian High Commissioner for Refugees. That office operates camps in King's Italy and is responsible for the return and care of refugees who are turned over to them by A.C. The office of the High Commissioner works very closely with the D.P. & R.S.C. and our office works closely with both.

Our general approach to this problem has been that the official responsibility rests with A.C. and the Italian government, and our job is to assist first with necessary supplies, second, with personnel that can be made available and third, with carefully gathered information and fourth, with a program of correlating local agencies and encouraging them to give the assistance and care for which they are responsible.

The percentage of refugees who are either destitute or in some need of material assistance is extremely high. It should be remembered, however, that there were several fairly fixed battle lines in Italy, and

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Washington, D.C.

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this type of warfare means tremendous destruction of communities and large numbers of refugees. The present battle line is a perfect case in point. Also the dispersal plan of Italian refugees whereby provinces must accept refugees to the extent of 10 per cent of their population has been quite unacceptable because of the strong regionistic feeling and because of the economic problems facing each province. Provinces have had to accept refugees but have been rather indifferent about giving assistance and care. The Office of the High Commissioner on the other hand, with its inadequate staff, and its lack of transportation, has not been able to supervise the activities in the provinces to assure that even the inadequate assistance available be given to refugees. It is part of our plan that our staff, together with Voluntary Societies people from the Friends Ambulance Unit assist the High Commissioner in this particular respect. The F.A.U. did similar work in Sicily and has proven to be most helpful. The F.A.U. has agreed to have staff assigned to us for this job.

The condition of refugees in camps operated by the Italian government is deplorable. The lack of equipment, blankets, clothing, medical supplies and facilities results in standards of camp care which are generally indefensible. In spite of these obstacles, the High Commissioner's office is making admirable efforts to do the job but it is in need of every possible aid we can give.

A new camp - Forte Aurelia - which is situated a few miles out of Rome and which can accommodate some 2500 Italian refugees, is being established by the High Commissioner. By arrangement with the Yugoslavia Mission, we have borrowed three teams of Voluntary Society personnel namely a relief and refugee unit, a hygiene and first aid unit, and a medical unit, complete with transport. These units consist mainly of F.A.U. personnel, and have been placed at Forte Aurelia. Part of the group is engaged in establishing the camp and getting it set for refugees who are already arriving from the forward areas. In addition, the hygiene and medical units are establishing the necessary medical service and will also travel to neighboring camps for disinfection work. An excellent job is being done by these units and it has already won high praise from the Italian authorities. We expect to give more of this kind of service.

Together with these units, we are borrowing a transport unit from the Yugoslavia Mission including some 27 trucks, and Voluntary Society personnel, mostly F.A.U. These trucks have been placed at the disposal of the Italian High Commissioner and will be used principally to transport Italian refugees to their homes and also to transport supplies which must be moved by the Italian High Commissioner. It should be noted that very few Italian refugees have been returned to their homes during the past six months, principally because of a lack of any kind of transportation.

All these activities described above, as well as any other activities relating to displaced persons are carried out in constant consultation with A.C. authorities. I might add that our relations with Col. Findlay, who is the Director of the D.P. & R.S.C. and his staff have left nothing to be desired.

I cannot stress sufficiently the need for supplies on the part of the Italian refugees. It may appear to you and to others in the various Divisions in Washington that estimates of need for these groups is quite high. It is a fact, however, that any estimates we may make in this direction, are modest in the face of the actual situation. The needs of non-Italian displaced persons, as described in Mr. Ratay's report, are serious, but in general considerably less than those of Italian refugees. This is due to the fact that in general non-Italian refugees outside of camps were better off financially and because the program of assistance to them has been far more adequate than for Italian refugees. The cash relief allowances to non-Italian displaced persons are about five times

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as great on the average, as they are for Italian refugees. In many cases, in fact, local authorities do not even grant the cash allowance for Italian refugees unless they are prodded into doing so.

Camps - United Nations Nationals

The D.P. & R.S.C. has been operating a group of camps in Italy for non-Italian refugees. As you know, several of these are situated in the southern most parts of Italy and represent the camps which we plan to administer. The camps in this group are S. Maria di Bagni, S. Maria di Leuca, S. Cesarea, and Ferramonti. The first three are in the heel of Italy, the fourth is in Calabria, some 20 miles north of Cosenza. The camp at Galipoli has been closed. In addition, there are two hospitals for the refugees in these camps; one is at Maglie, the other at St. Maria di Leuca. The third hospital which was used temporarily and which is situated at Poggardu, has since been closed.

Only recently these camps contained some six thousand Yugoslav partisans, several hundreds of Yugoslav Jews and Royalists, several hundred ex-internees of various nationalities and other refugees.

Recently, as you know, by order of the Yugoslav government, the majority of the partisans were moved back to Yugoslavia. At present S. Maria Cesarea has about 150 Yugoslav Royalists; Santa Maria di Leuca will have some six or seven hundred assorted refugees being transferred from the Bari transit camps. Santa Maria di Bagni still has about 1000 partisans who will shortly be moved to Yugoslavia, plus six or several hundred Yugoslav and other Jews, and Ferramonti has 250 ex-internees including a dozen or so Chinese sailors.

Col. Findlay expects to move United Nations nationals from other camps in his jurisdiction to these camps. He also expects that Yugoslavs who are dissatisfied with and/or endangered by developments in Yugoslavia may seek refuge in Italy. During the next month or two we will be able to tell fairly definitely what the situation will be in these camps.

The D.P. & R.G.G. is operating camps at Aversa just outside of Naples and at Cinecittà, just outside of Rome, for United Nations nationals. Refugees from these camps will probably be moved to the Southern Italian camps or in any event we may soon be asked to assume responsibility for these two camps.

As you know, we were to assume administrative responsibility for the four camps and two hospitals in South Italy as of January 1st. We have been moving staff into these camps on this basis. During the past week or two, however, G-5 of AFHQ has suggested that since we do not yet have our agreement with the Italian Government, the effective date for assuming administrative and financial responsibility be postponed until the agreement is effected. This does not alter our arrangements for plans, but merely means that the assumption of financial responsibility for supplies, local personnel, etc. is postponed.

I am attaching a copy of the draft of the agreement affecting this transfer which I am sure you would like for your information. The final agreement will probably follow these lines. You will note that Ferramonti is not included in the agreement. There is some question about the possibility of closing Ferramonti, but it is agreed that we would move staff into this camp anyway pending final disposition of the camp and the refugees.

With respect to personnel for the camps, things have been moving reasonably well. Mr. Varrichione, together with Miss Painton, Public Health

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Nurse, Miss Louise Tibbetts and Miss Dorothy Roesser, Voluntary Society welfare workers, have been in the camps since their arrival, almost two months ago. They have been understudying their opposites and Mr. Varrichione, particularly, has been working out plans for the administration of the camps. He is situated at Lecce in the office of the Sub-Section of the D.P. & R.S.C. which is the office supervising the administration of this group of camps and hospitals. It is largely because of this arrangement that the camps operations have been made a part of the Displaced Persons Division. It is needless to add that this arrangement is a most happy one and Mr. Varrichione and I are working in the closest harmony. He is separately reporting on camps to Mr. Fryer and incidentally, I would appreciate it if you will make any or all parts of this memorandum available to the Camps Division as well as to other Divisions, such as Welfare, Supply, etc.

Two weeks ago, as you know, Mr. Cooper and Mr. Bond arrived and reported to Lecce. They have been assigned as Camp Managers. Last week Col. Emge with part of his medical nursing staff arrived from Philippeville and reported to Lecce. There were 10 or 11 in this group. Within the next few days we expect about 16 staff members from Philippeville, mostly medical and nursing, who will also report immediately to the camps and hospitals. Mr. Prince, accountant, reached Rome two days ago and is spending a few days here working out accountant arrangements. At the end of the week he will undoubtedly report to Lecce to assume accounting responsibilities for the camps. With the anticipated arrival of other camp staff as indicated by your cables, and with the borrowing of some welfare staff from the Yugoslav Mission, it is our feeling that by about 15 January we will have virtually complete staff for the camps and hospital operations. This more than meets the agreements made with the D.P. & R.S.C. since it had been our understanding that although we are not assuming responsibility January 1st, there would be a transition period of about a month during which our staff could learn its job and the officers could gradually be released. We have had moments, you may be sure, during which we doubted we could meet our commitments, but everything looks encouraging at the moment.

Staff assignments

We have not made fixed staff assignments, but generally speaking Mr. Nadzo has been working on Italian refugees, Mr. Ratay on United Nations nationals. Incidentally, I noted in Mr. Xanthaky's letter of 13 November regarding the recruitment picture, Mr. Ratay was assigned as Displaced Persons officer. I have asked Mr. Keeny to call to your attention the fact that Mr. Ratay is a Displaced Persons Specialist and that consequently position B 70 should be changed from Displaced Persons Officer to D.P. specialist with Mr. Ratay being assigned to that position. Will you please take care of this as well as make the necessary arrangements to effect his official transfer to the Italian Mission?

I don't need to tell you that we are more than moderately busy in view of the fact that there are only three of us and we are attempting to cover a good deal of ground. We have been greatly assisted by the excellent relationships developed with the D.P. & R.S.C. in particular and A.C. in general, our relations with the Italian High Commissioner and his staff, and our relations with J.D.C. and staff of the I.G.C.R. The Friends Ambulance Unit deserves particular mention and we are hopeful that our plans with them can be put into operation as soon as we get our agreement with the Italian government.

I am attaching a copy of a memorandum covering our discussion with Mr. Frazier of the F.A.U.

Thomas Cooley II
Washington, D.C.

31 December 1944

As you know, Fred Hoehler was here on December 9th and 10th, together with Messrs. Pierce, Barger, Farber and Alspach. We had two days of intensive discussions and I know all of us felt this was worth while. I am attaching a copy of a summary of our discussions prepared by Mr. Ratay.

I appreciate that this memorandum is a bit rambling, but please believe me that we have been going under tremendous pressure. This is an attempt to pull together a lot of pieces hoping you may derive an intellegible picture of the situation. I am planning definitely to send you a weekly letter on all current developments so that you may be accurately informed of our activities. In turn, may I urgently request that you keep us informed of all the things that you feel may be of interest and help to us.

Please give my warmest regards to Jessie Fritch, and extend the belated holiday greetings of Guido, Vlad and myself, to all of the staff in Washington.

Sincerely yours,

AAS/nc

NOTE: This is attachment #33 to Keeny's Letter #33.

Chapman
10/2/44

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Italian Mission

21 December 1944

To: Mihail A. Menshikov

From: S.M. Keeny

For: Roy F. Hendrickson

There follows Hackman's report #1.

This is not in the nature of a formal report of activities but rather an indication of what we have been doing here, just to make sure that you know that I am still alive after these many months and what is more to the point still kicking. Most of what I have been doing is trying to catch up with what the other people have done. It is extremely difficult to make up for that month we lost in getting here.

- 1) General situation - You know from the cables and from Mr. Keeny's reports that he had gotten AFHQ to endorse our program solidly and also to instruct AC to include our tonnages in their request for civilian supplies to lend us such supplies as were necessary to get our program started before we received our own and to supply whatever useful facilities they had available to us. The general situation as regards shipping, however, has postponed indefinitely the allocation of anything like the 15,000 or 20,000 tons per month which we need for the mother and child feeding operation. We here are very hopeful that the very fine letter which the Governor sent to the President will have its effect sooner rather than later and so are not discouraged. The situation, however, focuses our immediate attention on different aspects of the job, particularly the urgent necessity for doing as much as we can about the plight of the displaced people, both the United Nationals and Italians, in liberated parts of the country. It is for this reason that Mr. Keeny has been asking for such items as shoes, clothing, and findings which it was not originally anticipated the Italian Mission would be in the market for. The last cables on findings, substitute glass, etc., were written by me and I want to add whatever weight I can to the request Mr. Keeny has made and the ones we will make from here on.

I realize, of course, that the Washington Bureau of Supply is put in a difficult position if it receives without advance notice requests for such items. The Welfare, Health, Camps and Displaced Persons people have met with Mr. Keeny and me several times and are all working on the preliminary drafts of what will be, I am sure, a more realistic program for Italy for the coming months than the original one that we worked out in Washington. Everyone will admit that the original was hastily done and spotty, as it had to be, but it gives us a basis for a more realistic revised program.

- 2) Requirements work - There are already some preliminary indications which it would be well for you to have as regards the reaction here to the original program.
 - a) Dried milk - You will recall considerable discussion in Washington as to the suitability of dried milk for Italy. Gold and Bash, particularly on the basis of the experiences in Puerto Rico, doubted whether anything like quantities originally contemplated could be

properly used. We are checking with the AC people who have distributed large quantities of it to determine what has been their actual experience. As soon as we have a definitive story, we shall shoot it along but it appears now as if Italy has used a lot of dried milk in the past, even before the war, and that it will be highly acceptable. AC people warn me about shipping dried milk in wooden barrels with a waterproof liner. I saw a consignment in which a fairly high proportion of the barrels arrived in pieces sans milk; about as many came in half empty, having been opened on the way, and in the others the stuff had caked so that it began to resemble cement. They urged that if at all possible, it be shipped in steel drums and say that in their experience with this kind of packing it has proven to be very good from the points of view of the keeping quality of the milk and resistance to pilferage.

- b) Ascorbic acid - Our medical people have not, of course, had an opportunity yet (there is no transport) to make anything like an extensive survey of the situation but they do not appear to be particularly concerned about scurvy. Some ascorbic acid is included in the medical program. This is a country of oranges, lemons, onions, etc., and so we shall probably not need as much of the ascorbic acid as was originally programmed. My suggestion at this point would be that we cut the 11,000,000 tablets in the first shipment down to 1,000,000 and hold in abeyance for a while the question of the following quantities. The stuff is quite expensive and this should make it possible for us to bring in other items more badly needed.
- c) Cod liver oil - I have discussed at some length the question of how to get the cod liver oil into the kids. The suggestion has been raised, and I hope it is not fantastic, that considering the amount of vitamin A, the price of percomorph oil is not necessarily greater than that of cod liver oil; it doesn't smell and it doesn't use up near as much shipping space. If the idea is fantastic, please forget it but it should be looked into before it is rejected. At present, we should like to have the quantity of cod liver oil stand or be replaced by percomorph oil containing the equivalent amount of the vitamin.
- d) Dried cod - The program we have calls for semi-dried fish which I am told by Metcalf, our nutritionist, contains about 1/3 more water than the dried variety. Even on the first shipment, then, the substitution of the dried variety would save a couple of hundred tons of shipping space. Since we need shipping even more than we need love, the idea appeals to us. However, we have no idea as to its feasibility.

- 3) Shipping, warehousing - Mr. Keeny established with G-5 the proposition that the indefinite postponing of our major shipping program would not affect AFHQ's support of our requests for approximately 1000 tons of space from within the theatre, that is, Casablanca, Philippeville, Algiers, etc., and that, further, they would support our request for a couple of thousand tons of miscellaneous cargo from the States. This would include the 138 trucks, the cars, weapons carriers and bicycles, the 200 odd tons of medical supplies, about 500 tons of used clothing, 200 tons of shoes, etc. If we are to do, this winter, the kind of job that we should with displaced people, this stuff is vitally needed.

We are sending you a cable today asking that our stuff be consigned to AC, Naples, with the request that I rather than Varrichione be notified. I think this is more proper procedure.

With Conhaim I spent some time in the Naples port area, particularly the warehouses run by the Transportation Sub-Commission of AC. I have not yet read a book on warehousing, confining myself so far to one book on food, one book on ship stowage and my Jugo's "Simplified Italian". However, I am sure that the author of any book on warehousing would be outraged by what he would find in Naples. It must be against some rules to warehouse without roofs or windows and some times walls, in a country where it rains almost every day these days. And whenever Vesuvius acts up all the piles shift. The Army and AC people here have done a really amazing job. If you were to see the condition of the port and the buildings and then think of the fact that during the past year Naples has handled more cargo than any other port in the world, including New York, you would understand what I mean.

The AC people can handle for us the small tonnages listed above and will be happy to. As a matter of fact, I should mention that Mr. Keeny and the other people here have established the most cordial relation with AFHQ and AC at all levels and we can go at quite a few things on the basis of the goodwill we now have. When this is bolstered by a directive and an order from AFHQ establishing our legal existence on the basis of which the corporal at the pump will know that he is supposed to turn the crank, it will be even better.

It does not seem to us wise to plan anything like our own warehousing program at this point, if ever. But this is a question which we do not have to decide yet. The immediate situation will be taken care of for us by AC.

I might point out that the figures as regards losses in transit between New York and Naples warehouses are astounding and everybody here tells us that we must have our own people at the port looking out for our own interests. The pressure in the port area is to throw the stuff off the ships and get it away from dock-side as fast as possible. This is more important than making sure that the Quartermaster does not wind up with Ordinance shipments or that the PX does not wind up with NAFFI stores. The other factor involved is that of pilferage. One doesn't become more sympathetic to the idea of pilferage by looking at the people but one understands it much better. If you consider that a cop gets \$1 a day, and a pair of shoes costs \$30-\$45, the situation becomes clearer. If you learn further, as I did, yesterday, that the head of the AC sub-commission in charge of public safety has been turning heaven and earth so far without success to get some clothes for the policemen, you begin to feel that this is a little bit like trying to cut salami with a rubber knife.

This leads to the next point, personnel.

- 4) Personnel - Grant Tolley has been good enough to lend me Conhaim to work in the Naples area and Conhaim has already taken a trip to Bari to see what is lost in some Army warehouse and before I came, did a very fine job for Mr. Keeny as well as for the Balkan Mission on the Algiers stockpile. I have been interviewing a number of people, mostly British officers, for jobs as port transportation people. When we get our trucks, we shall have to have Italian drivers, trained and organized. Nothing is supposed to move without a long, involved system of bidding and it will be very helpful to us if we can get one or two people who know the ropes and the people involved in the system. We are particularly anxious to get more UK people on the staff because at the present, the Mission is almost completely American.

I would give a lot to have Lazarus here but Mr. Keeny and I are agreed that he is probably more valuable to UNRRA as a whole in Washington than he would be here.

21 December 1944

- 4 -

- 5) Salvage, surplus and scrounging - We are going pretty deeply into the matter of how to put unused stockpiles into use this winter, preferably without using any UNRRA money. I think we shall come up with some success. I am seeing Harland Cleveland of FEA, who is now the Executive Director of the Economic Section of AC, on this and it is entirely possible that because we are not part of the military we may not be bound by all of their red tape. When Dayton was here, on his way to Cairo, we discussed with him the urgent necessity of setting up some kind of fund which this Mission could use to pick up lots of goods available in the theatre for almost immediate use and he has suggested that we ask for, one, the authority to make such purchases and that, two, the fund be set up for this purpose, to be administered by the Mission. Since this matter is urgent, you will have heard from us by cable before you receive this, but if no action has yet been taken this should serve as a reminder.
- 6) But the Italians don't like shoes - If Alec Gordon could see this country, he would know that he is right about his canvas shoes. Workers at the docks, who unloaded the good ship "Rollundsway", which was my home for more weeks than I care to remember, were dressed in anything they could get hold of and sometimes they couldn't get hold of much. A couple of them were barefoot and several just wore a piece of wood with some rope used to hold it to the foot. You don't see many barefoot people on the streets of Rome. You see more on the streets of Naples and you see quite a few in the poor villages as you drive by. Other experts on Italy, that is, people who like me have never been here before, assure me that the Italians like to go around barefoot. This is a little hard to believe for two reasons: 1) those of us who can are wearing woolen socks and GI shoes and complaining about the cold; 2) if the people like to go around without shoes, then why do they tie around their feet all the strange variety of things that they do?

What I have said about shoes applies to used clothing. Clothing can be purchased in this country, if you are operating in the black market or if by some chance you have the good fortune to be young, beautiful and somehow attracted to American officers. In that case, you can pick up a smart sweater-and-skirt ensemble for only \$150, next door to our hotel. Seriously, clothing prices are from 5 to 10 times the equivalent American price in a country where the wage level is approximately 1/4 to 1/5 the American level. This means that a pair of shoes or a coat represents anywhere between 20 and 50 times the impact on the wage earner's pay than it does in the States. The poor and the refugees who may have fled or who may have been moved out by the Army are particularly badly off.

On this, too, particularly, you will have heard from us by cable but in case nothing has happened this may serve as a reminder.

I seem to recall that we did not want to buy any used vests and that the boys on Elizabeth Street (page Milton Weber) were very unhappy about this. If Messrs. Belikoff and Dadourian are willing to part with used vests for maybe a dime apiece, I will urge that as many as 100 thousand be bought and baled and shipped to us. The real answer, however, is to send us some of the stuff that has been collected. On this, I think, Mr. Keeny has already written you. To us here it seems ridiculous that UNRRA should be in a country where there is need and where we have a charter of authority to take care of substantial numbers of people and that in New York, Philadelphia and Chicago, etc., some 15 million pounds of stuff should be sitting waiting for next summer.

* * *

21 December 1944

- 5 -

I appreciate very much the full reporting system that McMillen has instituted so that I can check from week to week on what Meyers, Boykoff, Bergithon, Weber, Shenker, Singer and Gordon are cooking up and the speed with which Miss Davies is moving it through FEA. It warms our hearts to read such things and this is very good because it means that at least one part of us is warm. The matter of heat for the office has been back and forth between AFHQ and Rome several times and is now, I think, being surveyed on a "high policy" level. Dupont Circle may, it is true, be somewhat confusing but it was at least a nice warm kind of confusion. However, there is really nothing to worry about because I have already got the cold which greets all newcomers and I am sure it will stick with me faithfully until the spring.

AH/rg

Note: This is enclosure 34 of Keeny's letter #31
dispatch section
Bureau of Areas -

It mission - mine

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

11 July 1945

To: George Xanthaky
From: William G. Welk *WGW*
Subject: Conversation with Mr. Hunt, Italian Division of FEA

I called on Mr. Hunt today to talk over with him the general question of prospective aid to Italy after the withdrawal of the military from that country.

Mr. Hunt thinks that the flow of civilian supplies furnished by the military will continue somewhat beyond July 1 since the military have agreed to complete all deliveries of goods which "are now in the pipeline." Mr. Hunt thinks that under this arrangement deliveries will probably continue until about September 1.

What will happen to Italy after that is still entirely uncertain and Mr. Hunt had no suggestion as to what the most likely solution of the problem will be. He thinks that the whole matter of aid to Italy will have to be brought before the United States Congress and that an attempt will have to be made to obtain a special appropriation for that purpose. If such an appropriation is obtained, it is not improbable that the money will be used through the FEA-Allied Control Commission machinery already in existence. On the other hand, Mr. Hunt thinks that it is quite possible that UNRRA may ultimately have a large share in the Italian relief program.

From other sources in FEA, I have heard that there is a rumour that the British are proposing that additional grants be made to UNRRA for assistance to Italy. There is, however, no clear indication as to how much truth there is to this rumour.

The gist of the situation still is that no one as yet knows at this time precisely what the solution is to be to the problem of civilian supplies for Italy.

C O P Y

UNRRA REPLY TO AMERICAN RELIEF FOR ITALY THROUGH XANTHAKY

In view UNRRA policy calling for reimbursement to UNRRA for out-of-pocket expenses clothing collected nation-wide drive but no reimbursement if supplies shipped to governments or UNRRA missions and in view of limited UNRRA program under Resolution 57, UNRRA in interest of saving funds of American Relief for Italy, and increasing to maximum amount clothing available to people of Italy, was happy to agree to arrangements whereby 2,500,000 pounds additional clothing could be made available people of Italy without cost to American Relief for Italy.

American Relief for Italy's budget request 300,000 dollars from National War Fund for payment of out-of-pocket costs for clothing allocation obtained. National War Fund refused permission for expenditure of monies to all relief societies for payment of clothing where allocations made available to governments or missions. American Relief for Italy, returned 300,000 dollars and received additional 125,000 to 150,000 (approximately) for additional relief needs for Italy which it would not otherwise have received.

Return to Am 312

Italy -
Amer. Rel.

Mr. Spurgeon M. Keeny
Chief of Italian Mission, UNRRA
c/o American Consul
Rome, Italy

Dear Sam,

The enclosed letter to Judge Marchisio is self-explanatory. I learned of the alleged lack of diplomatic relations between your Mission and Myron Taylor while visiting at Marchisio's office. It seemed that the matter called for direct action, and I am certain that the good Judge is convinced that Mr. Taylor, or perhaps one of his associates, was slightly confused in reporting the exact status of UNRRA relationships with American Relief for Italy.

In view of the Taylor cable, however, I thought it best to clear things up on this side and wonder if you wouldn't use your most dulcet voice and deft touch to affect a rapprochement with Brother Taylor's minions in Rome. It will make for domestic peace and no doubt help the poor Italian people whose lot is not a happy one. As Paolo has told me we have been using whatever persuasive abilities we possess to get the Supply people to ship the trucks and motor cars you requested. Yesterday Dave Weintraub assured me that your full requirements would be met between now and February. We have also finally induced the Supply people to honor your request for substitution of commodities even though they were not contained in the original supply program as developed here and as set forth in LAC 24. Your letters and Hackman's latest report were of major assistance in bringing the supply people around.

Shipping, as always, continues to be a major problem. Roy and Gayer Dominick are doing a splendid job in the face of almost insurmountable difficulty. They are attempting to get a separate allocation for Italian shipping which will take you out from under the Military shipping controls. Personally I am convinced that this is the only manner in which we will be able to operate effectively. They have gotten an acceptance of the principle, and I am certain that a further arrangement will be made for future operations.

At the moment, we are tremendously concerned with future Balkan operations. Things are popping. If all goes well, we should be doing a large-scale job in the Balkans within the next 60 days.

Your letters and reports continue to maintain their high literary character as well as being genuinely informative. Just one suggestion - purely

Spurgeon M. Keeny

- 2 -

for the good of the service, of course - have your despatch officer put the letter number on each enclosure so that it may be readily identified. One more suggestion along the same line, if at all possible. Send the enclosures in duplicate; it will vastly facilitate the problem of duplication and action wherever necessary.

Paolo and the boys join me in sending you, Tony, Guido, and Alec, and all the lads and lassies our kindest personal regards together with every good wish for the new year. Tell Tony we particularly enjoyed his Christmas card and were delighted to learn that his taste remained as catholic as ever. Like all good Pisanis^{es} he has a weakness for dark meat. I hope that by this time all of you have got ^{on} over chasing ~~the~~ marble statuary, draped or undraped.

Sincerely,

George Xanthaky
Chief, Southern European Division
Bureau of Areas

Encl.

CC of ltr to Judge Marchisio
from G Xanthaky, dated
22 January 1945
CC of cable from Myron Taylor
to Judge Marchisio

Italy
file

(M)

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FOR THE PRESS
FOR RELEASE TO AFTERNOON PAPERS OF
WEDNESDAY, 2 August 1944

Washington, D. C.
No. 65
1 August 1944

Director General Herbert H. Lehman today announced that UNRRA has sent a small mission of observers to Italy to study the problems connected with the care and repatriation of displaced persons, either of United Nations nationality or stateless, who have been driven from their homes by the enemy. Many refugees are landing in Italy. The bulk of these have been orphans, old men and women with large families fleeing from their homes in Yugoslavia. To date some forty thousand have been housed in the camps in the Middle East which UNRRA is now operating. In addition to these, other refugees from Poland, Austria, Czechoslovakia, France and Greece, are now in camps in Italy, where they are being cared for by the military.

The head of the Mission of Observers to Italy, Spurgeon M. Keeny, has had extensive relief experience, having served after the last war in Poland in work connected with the repatriation and exchange of prisoners of war between that country and Russia. Experts in other phases of relief and rehabilitation are working with Mr. Keeny so that detailed information based on observation of all aspects of the problem may be compiled for future reference. This study of the kind and types of problems connected with refugees and other aspects of relief will be helpful in planning for UNRRA's operations elsewhere.

Secret and Confidential

Cohen
May 30, 1944

Mr. Mikhail Menshikov,
Deputy Director General,
Bureau of Areas, UNRRA,
Dupont Circle Building,
Washington, D. C.

Dear Mr. Menshikov:

Attached hereto you will find a report on the trip which I recently made to Italy to study the operations of the Allied Control Commission and to learn from officers on the staff of that organization as much as possible that might be useful to us in planning to meet similar problems in the Balkans. The report is regrettably long, because I have not had the time to produce a short one. It covers many topics which may not seem to you to be directly related to UNRRA's work, but a discussion of them may be useful to you at headquarters.

I feel that the trip was productive of many valuable lessons which can serve UNRRA well. If the Allied Control Commission, and before it the Allied Military Government, have failed to live up to the expectations held out for them in certain quarters, I believe that among the reasons for that failure are the following:

- (1) Promises to the Italian people, sometimes by Allied political leaders, which were not fulfilled or could not be fulfilled.
- (2) A shortage of transportation.
- (3) The unexpected strength of the German resistance, which materially aggravated the military supply problem and jeopardized the civilian supply program.
- (4) A lack of consumer goods to induce the Italian farmer to disgorge his hoarded grain.
- (5) An incorrect forecast of local resources and the consequent miscalculation of the percentage of the population which would have to be fed.
- (6) Insufficient advance stockpiling.
- (7) A very broad and vicious black market, stemming from the shortage of food, which has not been brought under control.
- (8) Lack of manpower, and too frequent shifts of personnel.
- (9) Failure to win the cooperation and moral support of the people.

You will find these points documented and enlarged upon in the attached report. I feel that they should be treated as guideposts to certain recommendations which I would urge upon your office in planning for operations in future areas:

- (1) I cannot stress too strongly the paramount need for adequate transport; if supplies cannot be moved to the places where they are needed, they may as well not be shipped, and we should count on finding no suitable transport in a liberated area.
- (2) Supplies must be controlled as closely as possible from shipside to consumer.
- (3) Sufficient personnel who are qualified by experience for their positions will be a sine qua non; better too soon with too many than too late with too few.

These are glittering generalities, but they should not be forgotten. The Allied Control Commission has learned the first principles they represent at the cost of bitter experience. Its progress today in restoring order to liberated Italy and in rebuilding an Italian government which will serve the people is heartening, and conditions described herein are fortunately for the most part a thing of the past. UNRRA, however, cannot attribute any failure on its part to a lack of lessons taught by previous operations of the same kind.

Much of the material in this report was made available to me in confidence, and the whole should certainly be treated with the care usually given to secret military information. I cannot speak too highly of the friendly cooperation of the officers of the Allied Control Commission, and I found them one and all sympathetic toward and extremely interested in UNRRA. I feel that a cordial understanding has developed between us, from which we shall benefit in the future.

Sincerely yours,

s/ Leo Gerstenzang,
Deputy Chief of Mission.

c/o American Legation

Cairo, Egypt.
May 26, 1944.

TO: Mr. Michail Menshikov, Deputy Director General,
Bureau of Arcas, Washington, D. C.

FROM: Mr. Leo Gerstenzang, Deputy Chief of Balkan Mission.

SUBJECT: Report on Operations of Allied Control Commission and
AMGOT in Italy.

Having for some time felt that discussions with various officials of the Allied Control Commission in Italy would be of great benefit in the planning of UNRRA's work in the Balkans, I left Cairo for Italy on May 2, accompanied by Mr. J. T. Patterson, my assistant in the Bureau of Distribution and Transport. Our trip was made with the approval and encouragement of Mr. Matthews and Mr. Archer, who felt that many of the problems which have been encountered in Italy will be repeated in the Balkans.

The details of our itinerary are set forth in Appendix A of this report, together with a list of various people with whom we talked, so it will suffice here to say that we spent approximately a week in Naples and four days in Bari, before returning to Cairo on May 15.

Upon arrival in Naples, I called at once on Brigadier *General* Lush of the Allied Control Commission, to whom I carried a letter of introduction from one of the officers of the Allied Military Liaison HQ (Greece) here. I told Lush that we had come to Italy to learn as much as possible in a short time about their problems, the mistakes they might have made, and the evolution of their organization from the time when AMGOT entered Sicily last July until the present. Lush was most friendly and helpful, and told us he would see that we had access to any information which they had, and that he would present us to several of the officers serving on the ACC staff in Naples, with whom we could discuss in detail the work of ACC.

A call on Lt. Col. Charles Poletti, Commissioner of Region 3, the same afternoon, was equally productive of assurance of co-operation and assistance, and he detailed Captain Morris Noufeld of his office to show us whatever we wanted to see and to introduce us to various officers serving in the Region 3 organization. This region includes the city and province of Naples, and the provinces of Benevento, Avellino, and Salerno, with a total population of about 3,500,000, all of which is under Poletti's jurisdiction, except that the province of Salerno is now a part of the so-called "King's Italy", and is handled in a slightly different manner from the rest of the region.

II. The history of AMG and ACC.

Before launching into the details of the problems in which we were interested, I felt it desirable to learn as much as possible of the background of the work now being done by the Allied Military Government (AMG), where it still functions in Italy, and that of the Allied Control Commission (ACC), which since February has succeeded AMG in the majority of the provinces of liberated Italy. AMG, or AMGOT, began its operations with the invasion of Sicily in July 1943 where its officers went in almost at once with the invading armies and established a joint Anglo-American military government all over the island as fast as it was liberated. AMG continued to function in the same manner when Southern Italy was invaded in September, and remained as the overall governing authority until February 1944, at which time the Allied Control Commission was created to take over many of its responsibilities. Sicily (Region 1), Sardinia (Region 6), and Region 2 and 7 including the toe and the heel of the Italian peninsula, as well as Salerno province of Region 3, have become parts of King's Italy, under the direct jurisdiction of the Italian Government, as supervised and controlled by ACC. Region 3, except for Salerno Province, differs little from the others, but remains at the moment under closer supervision by ACC than the others. AMG as such now operates only in the so-called "forward areas", behind the 5th and 8th Armies. As Italy is liberated by the Allies, new regions will be established in which AMG will operate at first, to be succeeded presumably by ACC after an initial period.

ACC is almost entirely composed of military personnel, British and American. Its jurisdiction is very broad, as will be seen from a study of its various sections and sub-commissions. Many of these are obviously of no direct interest to UNRRA, but I felt that we should study closely the work of the Food, Agriculture, and Displaced Persons Sub-Commissions.

III. Organization of ACC.

ACC is headed by a Chief Commissioner, Lt. Gen. Mason MacFarlane of the British Army, with an American deputy, Captain Ellery Stone, USN. Under them are five sections, of which the most important is the Regional Control and Military Government Section headed by an Executive Commissioner, Brigadier Lush, and including the various Regional Commissioners, of whom Colonel Poletti as the head of Region 3 has perhaps the most difficult task because of the city of Naples. The other four sections appear on the ACC organization chart on the same level as the section headed by Lush, but were intended to channel through that section.

The regional and provincial organization of ACC varies somewhat according to the size of the area involved and the degree of control now being maintained by ACC. In other words, the duties of the regional and provincial officers, such as the supply officer, differ in proportion to the strength and efficiency of the local

government and the urgency of the local food and transport situation. In the different provinces (portions of regions) the principal ACC officer may be the supply officer, the political officer, or someone else, with a more or less complete miniature governmental structure of Allied officers serving under him.

In an area such as Sicily, now removed from the active zone of military operations, and suffering no longer from the difficulty of lack of adequate port space for both military and civilian supplies, and where the local government has now had some months to develop into a reasonably efficient mechanism, the degree of control exercised by ACC and the staff required are naturally considerably less than in the peninsula proper.

ACC has probably never had enough personnel to meet all its responsibilities promptly and thoroughly. In sheer numbers, its staff would appear adequate to the casual observer, but it has suffered from the frequent withdrawal of experienced men for other operations, and from mistakes made originally by AMG in the selection and placement of some of its officers. Since February, however, ACC has gradually reshuffled its men and built up an organization at its headquarters which represents a substantial improvement over its staff at the beginning. A visitor cannot assess fairly in a few days the progress which time has wrought, but it is apparent now that the great majority of ACC's officers are adapting themselves to their jobs and getting on with their work. What ACC lacks perhaps more than anything else is a conviction among its rank and file that the job means anything, working as they do against a backdrop of non-cooperation on the part of the Italian population and inefficiency on the part of the Italian government from top to bottom.

IV. The flow of Supplies to Italy:

Estimated requirements for civilian supply in Italy were, of course, planned by AMG well in advance of the invasion of Sicily. It soon became apparent that the estimates in some respects were wide of the mark, and that the tonnage which would be required to feed the Italian population would be far in excess of the amount allotted. Promises made to the Italians by Allied political leaders to induce the collapse and surrender of Italy placed AMG in an awkward position when the time came to fulfill them and the necessary supplies were not available.

Original estimates of the percentage of the population to be fed on a rationing system were too low, had to be increased once and in practice further increased. It was erroneously believed that certain areas to be liberated would be self-sufficient at least in the all-important category of grain. Preliminary plans almost immediately were proven incorrect, and the results have been disastrous ever since. The disorganization of the local

governmental machinery, the existence of a black market of very large proportions, the failure to curb hoarding, and the difficulties of transport have been only a few of the many factors which have militated against the success of the entire operation, from its inception under AMG in Sicily to its present status under ACC. In some areas of the peninsula 93% of the population are now dependent in part on Allied supplies of food, and must fill out their diet with black market purchases of other foods. The average percentage of those being partially fed by imported food is about 87%. Planning for the Balkans should be predicated on the assumption that little, if anything, will be found there in terms of food supplies.

It will be seen, therefore, that the initial underestimate of requirements immediately created a critical situation, which was seriously aggravated by the exigencies of the military position. The shipping and port facility demands of the Allied Armies have obviously at all times had first priority, and the congestion resulting in the port of Naples, the main port for all of South Italy, has made the task of civilian supply an almost superhuman one. The problem in Sicily and Sardinia is no longer complicated by port difficulties, but the same is not yet true of the peninsula, and will remain a major obstacle until a much larger area has been liberated by the armies and further ports made available. The capture of Rome, without any port to feed it, will only add to the difficulty of the situation.

Against this background, it is essential to examine and understand the actual flow of supplies from the point of procurement to the ultimate consumer. First let us consider the procedure by which supplies reach the various ports of Italy now being used, which include Naples, Castellamare, Torre, Annunziata and Reggio on the west coast and Bari, Brindisi, Crotona and Taranto on the east.

All food imports are the responsibility of the Food Sub-Commission, headed by Colonel W. J. Legg (British), which is now feeding approximately 15,000,000 people in liberated Italy. Regional supply officers submit requirements estimates to Legg who screens them and plans overall requirements for a six-month period. They then come before the CCAC for approval. After tonnages have been agreed upon, the Food Sub-Commission bids for shipping space about two months ahead of the time when the supplies are wanted, these bids being submitted for each ten-day period of each month. About a week before the arrival of a convoy a Diversion Committee, on which sit representatives of the various military departments and the Food Sub-Commission, meets to decide where the ships in the convoy shall be unloaded.

In other words, each interested party bids for port space in the most suitable ports for his supplies, and arrangements are made so far as possible to satisfy all concerned. The Food Sub-Commission naturally must be content sometimes with an arrangement which is far from ideal, because more vital military supplies receive first consideration.

Advance information as to quantities and types of civilian supplies enroute is available to the Food Sub-Commission from the Military Government Section of AFHQ at Algiers when the Diversion Committee meets to determine what ports shall be used for what ships. Sometimes civilian supplies arrive in small lots on various ships, mixed with other cargo; sometimes a ship arrives loaded only with civilian supplies.

V. The Method of Distribution from Port to Consumer:

The responsibility for the unloading of ships at the Port of Naples is assumed by Peninsular Base Section of the American Army. At other ports the arrangements differ, and in some cases the Food Sub-Commission has to do the job itself through its regional and provincial supply officers. Since we were able to study the actual distribution system only in Naples, however, it will perhaps be best to attempt to give a picture of the entire operation at that point. We saw the ships unloading at the docks from where FBS trucks operated sometimes by enlisted personnel and sometimes by Italian civilian drivers, haul the goods to the three ACC warehouses in the City of Naples where the Food Sub-Commission's responsibility for the custody and distribution of the goods begins. It should be pointed out however that the interest of the Sub-Commission begins before that point, or should do so. Serious losses between ship and warehouse, which occurred from the beginning of operations and which continue on a lesser scale today, have obviously affected the overall food picture and contributed heavily to the flourishing black market. These losses are admitted by all concerned and excused on the grounds of lack of proper guards and incomplete checking of loads at shipside. The urgency of unloading ships in the shortest possible time in a badly damaged and congested port made some losses almost impossible to avoid in the early days. There is still congestion and still a need for speed, but conditions have materially improved. Colonel Legg estimated that losses between port and warehouse do not now exceed 1% of tonnages handled; his figure may be on the optimistic side. It is certain, however, that more careful guarding and checking has resulted in a marked improvement. Losses of military supplies are probably higher.

Major Rorimer (American) acts as the Port Liaison Officer for the Food Sub-Commission, and his principal responsibility is the preparation for Peninsular Base Section of a daily "SOP" (Standard operating Procedure), which lists the quantities and types of civil-

ian supplies to be hauled to the warehouses from shipside during the ensuing twenty four hours. Each ship's location at the port is indicated by number of berth, and the desired destination of each type of goods is set forth by numbered warehouse. Forimer is in continuous touch with conditions at the port, with the expected arrivals of ships containing civilian supplies (aided by his advance information from MGS, AFHQ, Algiers), and with the wishes of the Warehouse, Officer of Colonel Legg's staff, Captain Klein (American).

Labor for unloading ships is largely civilian, under the direction of American Army Quartermaster troops. The port operates on a 23-hour schedule, two shifts of $11\frac{1}{2}$ hours each, with one hour off for a meal furnished by the army to the workers, for which a charge of 7 lire is made. The meal has been found to be a necessary inducement as well as a stimulant to greater productivity. The men are organized into gangs of 21 men and a foreman, with one gang per hatch occupied as follows: 7 men in the hatch, 3 on deck, 11 loading trucks. Some ships are unloaded by civilian contractors, under the supervision of the Port Battalion (Quartermaster troops), while others are unloaded by the Port Battalion itself with a large proportion of civilian labor. A gang averages about 8 tons per hour, and in a 24-hour period the average tonnage unloaded per ship is from 750 to 1000 tons.

Trucks travel a distance of about two miles to reach the warehouses, and usually leave the enclosed dock area singly, at which point each truck is supposed to be checked as to whether or not it is full, and the information noted, but not always with care, on a ticket in triplicate in different colors, two copies of which the driver carries with him to the warehouse, while one remains at the checking point for transmission to PBS. The load has been counted exactly at no point until it reaches the warehouse, a factor which renders pilferage materially easier, particularly in the occasional case where the truck leaves the protected dock area without a full load. At the warehouse, the load is counted and entered on the receiving records, while the driver surrenders one of his two copies of the load ticket and returns to the docks with the other, which serves as his permit to reenter for another load.

Many instances are known to PBS and ACC of loads being rifled or entirely stolen between dock and warehouse, although conditions are no longer so bad as at first. The remedy is obvious; more and reliable guards. Military Police have almost never been available, however, and the Italian carabinieri and Finance Guards are not always reliable and often unavailable in sufficient numbers to protect each truck. Pilferage by our own enlisted personnel has been perhaps as serious as that organized by Italians. The extreme spread between

legal and black market prices for such a commodity as flour offers a great temptation. It is relatively simple, especially at night, for Italians to jump on a truck when it is forced to stop in traffic, and quickly make off with a few bags of flour or a few cases of rations. The rewards are great, the enforcement lax.

ACC's three warehouses have been refurbished and organized from what must have been ruin and chaos in the early days after the liberation of Naples. Each is in charge of a warehouse officer, over whom as operating chief of all three is Captain Klein previously mentioned. We inspected two of the three and found them well arranged. Supplies were stacked in orderly fashion, and as well protected from the elements as possible. Some supplies had to be stacked in the open, but canned goods in cases are not harmed by such treatment. Inventories in one warehouse were just being completed in a systematic manner for the first time, while in the other they were in process. Tally cards were posted on each stack showing the stock position of the stack wherever the inventory had been completed. Suitable space had been left between stacks to expedite movement of supplies.

A very interesting and useful conversation with Captain Vincent (British) at the largest of the three warehouses, which serves as warehouse headquarters, gave us considerable information about the warehouse accounting system which he had just finished establishing in an orderly manner. Improvised forms in use during the early months of ACC's operations are now being superseded by printed forms prepared under Vincent's direction.

Checkers count each load on a simple slip of paper containing numbers from one to one hundred fifty in small squares, which they check off as each case is stacked. Each load is entered by truck number on a form entitled "Daily List of Commodities Received at Warehouse No.--", which also contains the following information: ship or pier, time of despatch from dock, time of receipt, commodity, number of sacks or cases, and net weight of each (See Appendix F for this and other forms). These are correlated daily onto another form entitled "Register of Receiving Reports for ACC Warehouse No.-- for (date)" where the same information appears by commodities. Other forms provide a cross check by listing the commodities as loaded off each ship and as received at the warehouse. Each warehouse officer then prepares a daily warehouse receiving report for submission to the central accounting office, which contains the following information: where received from, commodities, number of bags or boxes, unit weight, total weight in pounds and kilos, and remarks on shortages or damaged goods.

The central accounts office has just put into use

three types of ledger cards, called Imports Ledger, Stores Ledger, and Consignees Ledger. The first provides a means of keeping a record of each commodity on hand and quantities at all times by listing each shipment received, the second is in effect a running warehouse inventory by commodity with separate columns for each receipt and issue, and the consignees ledger indicates each issue, the number of the transfer note, with other columns for adjustments and the cumulative total of the particular quantity on hand after each issue. Thus each of these cards provides a check on the other and with the rest of the system of issues which will be described, form and effective and complete control of stocks, provided physical inventorying is accomplished sufficiently often. The warehouse section plans to inventory everything at least once a month, and from now on should be able to do so.

In describing the distribution system from the warehouse to the consumer, it will be difficult to avoid confusion in the mind of the reader if I do not separately describe the system in Naples and that in the rest of Region 3, since they are not at all alike except in the fact that the goods are turned over by ACC to the Italian authorities at the warehouse, whether in Naples or in the so-called "bonded" warehouses in the province.

Naples City is the only commune (town or city unit) which draws its foodstuffs direct from the ACC central warehouses, at least in principle, since the establishment of the bonded warehouses in the country area, although some nearby towns appear to be still coming into Naples for their supplies. Each month Region 3 receives an allocation from the Food Sub-Commission for the city on the basis of the established ration and the outstanding number of ration cards. Region 3 in turn deals with an Italian governmental organization known as SEPRAL (Sezione Provinciale dell'Alimentazione), which under Fascism was in charge of all rationing and food distribution and still is, although some of its key officials have been replaced. Region 3 issues allotment notes to SEPRAL, against payment in one week, which in turn allots parts of the entire allotment by ten-day periods to the wholesalers in flour, or whatever the commodity involved may be, against cash payment. The warehouse receives both the Region 3 allotment note and the smaller SEPRAL allotments, the former from SEPRAL the latter from the individual wholesalers when they come to the warehouse to take delivery of the supplies. The warehouse sets up an Allotment Control Card, one for each allotment note, on which are entered each delivery and the number of each transfer note. If the wholesaler, who provides his own transportation for the supplies does not use up his allotment within the ten-day period, the balance is cancelled, and he must seek a new allotment from SEPRAL. (See attached chart for distribution system from warehouse to consumer)

When a delivery is made to a wholesaler, a Transfer Note is prepared by the warehouse accounts section indicating to whom the delivery was made and against what allotment note, as well as containing other essential information such as date, type and quantity of commodity, etc. This is really another name for an invoice.

There are now about twelve regularly operating flour wholesalers in Naples, who distribute the supplies they receive from the warehouses of ACC to the more than 200 bakers, who in turn serve not only their own customers but some 600-800 other retailers of bread. The baker may not choose his wholesaler except to the extent of changing within the same general area at specified periods of time. The baker is entitled to receive from the wholesaler a quantity of flour each day equal to the amount represented by the number of rationed customers he serves multiplied by the established individual ration.

The same general system is in effect for other commodities except that the ration for everything except bread is on a monthly basis, so that the problem of distribution is much less in scope.

In the provinces of Naples, Avellino and Benevento, Region 3 has set up very recently or is still in the process of setting up what are called "bonded warehouses". These are small warehouses designed to decentralize the distribution system, a policy growing out of the burden formerly placed on the warehouse facilities in Naples and on the Transportation system to the interior, a factor we shall do well to remember. Region 3 ships from the central warehouses, or from the flour mills, to these warehouses, which are operated by an Italian organization dating from Fascism and known as the "Consortio Agrarium". Shipments from the Naples warehouses may be by truck, for Region 3 only recently has obtained 80 trucks of its own and 50 more on loan, or by rail from the warehouse siding. When the goods reach the bonded warehouse they come under the jurisdiction of the "consortio", which in turn delivers to the communes or wholesalers against allotment notes issued by the provincial supply officers to them. Under Fascism the consortio performed this same function, as well as being the all-powerful quasi-governmental organization for the collection of crops, the "amassi", which it managed for the agricultural department of the Italian Government. It has always been the enemy of all the small farmers because of its monopolistic and well-financed position in the agricultural economy, but it has been found by ACC to be the best available instrumentality for the distribution of food in the rural and small city areas.

Losses in transit between warehouse and bonded warehouse

have also been common, despite the use of Finance Guards (Guardia Financia), and losses in Naples between wholesaler and consumer have been very great, as will be pointed out under the discussion of the rationing system.

The Food Sub-Commission now has about 75 supply officers throughout Italy, who issue the allotment notes to the communes on the basis of the allocations they receive from headquarters. I cannot discuss how each one operates, because conditions and system differ here and there. We were told, however, that at the small port of Crotone, for example, the supply officer is an ex-railroad engineer serving in the South African Army as a lieutenant and detailed to ACC. His normal receipt of supplies per month is about 5000 tons, which he arranges to receive, turn over to the "consortio" at a warehouse, and then supervise the distribution from then on, at the same time performing many other odd jobs which crop up in the management of the complex system of distribution.

The system of distribution has functioned only as well as the transportation situation has permitted. Before the reopening of some of the railroad lines and the establishment of bonded warehouses, many communes had to send for their supplies to Naples, a considerable distance, by cart or whatever other primitive means of transport was available. Conditions now are better, but transport remains a major handicap, and everyone with whom we talked stressed the need in planning for another liberated area of providing adequate transport from the beginning if possible. Intercoastal transport has been used very little in Italy, although a beginning has now been made, but no plans to provide small boats seem to have been made in advance by AMG.

The flour mill operations merit special consideration. In the early days flour was shipped into Italy. Now many of the shipments are grain either in sacks or in bulk. Mills at Torre Annunziata, Caserta, and other places have been rehabilitated and taken over by ACC for its exclusive use. Other mills have been denied electric power in an attempt to curtail black market milling. Bulk grain ships arrive at the port, and ACC ships the grain to the mill, which operates on a contract basis for ACC and pays its labor a fixed wage. Milling capacity has been raised to a point where it can more than meet flour requirements in Region 3 at the present rate of imports, but the reserve capacity may prove to be most useful when further areas of Italy are liberated. Damage to the mills was extraordinarily light, despite the fact that the largest were in the zone of heavy fighting before and after the capture of Naples. There are ten mills in Naples and fifteen in the provinces working

for Region 3 alone. The mill we visited at Caserta was producing 88% flour, 12% bran, from the grain, although the rate varies from time to time according to the humidity.

From the mill shipments are usually made direct to the provincial supply officers of ACC, who agree on the weights at the point of delivery and deliver to Alimentazione (SEPRAL), which is charged at that rate. It may actually go into the hands of the censortio or a wholesaler where there is no censortio, but from an accounting point of view it passes through SEPRAL.

When the flour reaches the baker, he is expected by ACC to produce bread at a 125% rate. Some cases have been detected where this rate has not been met, some bakers have complained that they cannot meet it, a complaint which stems invariably from the fact that they have been selling a part of their flour allotment on the black market. Adulteration of bread is doubtless rather common, but not a serious problem.

VI. The Rationing System:

The clearest picture of a confused and disorganized rationing system may perhaps be obtained from a study of Naples city. All ration cards for individuals are issued by SEPRAL, at the present time for a period of four months, covering bread, pasta, oil, soap, sugar, and various other commodities as they become available in sufficient quantity for a widespread distribution. On the bottom of the ration card are four small coupons which are called the "pre-notation" coupons, one for each month. The holder of a rationcard chooses which baker or bread retailer he wishes to patronize, and before the beginning of each month he clips the appropriate coupon from his card and delivers it to his chosen store. Each retailer turns in to his wholesaler all the prenotations thus collected. If he has 500 coupons, he will receive a daily allotment of flour sufficient to bake the bread ration for 500 people. Other foods are rationed on a monthly basis, but handled in exactly the same manner. (See attached chart.)

Registration for ration cards has been very carelessly handled in the past by SEPRAL, and records dating back several years and kept on a family basis are often wholly unreliable. Delivery of ration cards by SEPRAL employees has been supposedly on a personal delivery basis, but many instances have come to light of cards being left at a rationee's supposed residence without any effort to check on the correctness of his family registration. Cards have been printed on ordinary paper, and estimates of as high as 135,000 counterfeit cards in Naples alone were made to us by ACC officers. Add to such a figure the thousands of cards issued to dead people,

people no longer resident in Naples, etc., and it becomes apparent that the registration is swollen far beyond true population figures. A new registration was just being completed when we were in Naples, and approximately 860,000 cards had been issued against a previous circulation of about 1,100,000 which indicates the extent of fraud during the previous period.

There is no uniformity at the present time in the ration cards in different parts of Italy, although the daily bread ration and other monthly rations are identical. The Food Sub-Commission hopes to correct this situation in the near future and to eliminate or at least reduce the danger of counterfeiting by introducing a uniform card printed on watermarked security paper.

While there is fraud all along the line from SEPRAL to retailer, the worst of it crops out at the retail level. The unscrupulous baker sees an opportunity to make a fortune in a few weeks if he can only obtain some extra flour to sell on the black market, where it brings a price of 150-175 lire a kilo, as contrasted with the legal price of 3.60 lire at which he must sell a kilo of bread. It is difficult indeed for him to resist such temptation, when all he has to do is acquire some counterfeit or other extra prenotation coupons which entitle him to flour without any customer to whom to sell the bread. The wholesaler has no such easy avenue open to him, since he is being checked by the warehouse when he received the flour and by the greedy baker to whom he must deliver. Fraud in SEPRAL itself is confined to obvious forms of graft in the issuance of ration cards and the dealings with wholesalers. Naples, of course, is traditionally a bad spot for thievery, and in such a seedbed it flourishes with extraordinary fertility.

The ration is very low and ACC officials point out that it always has been since the Allied landings, first in Sicily later on in the peninsula. In the early days civil disturbances occurred because of food shortages on more than one occasion. At present the bread ration is 200 grammes ~~per~~perday, or in some areas 150 grammes of bread and 40 grammes of flour for pasta. In Naples the people are permitted to choose flour or bread, a bad policy which increases supplies on the black market. Since the Italian diet is based on bread and pasta, it is necessary for those who can pay the price to go into the black market for flour or bread. The 1943 harvest was almost entirely missed by the Allies, although there is no doubt that quantities of wheat are still in hoarding in the rural areas. Plans for amassing the 1944 harvest were just being completed when we were in Italy, and it remains to be seen how effective they will be. In any event, present imports have been materially cut down by the CCAC for the post-harvest period.

ACC hopes to collect enough of the new harvest to be able to increase the bread ration, and to reduce import requirements by one-half for the second semester of 1944.

The ration scale for the month of April had been the best of any month at the time of our visit. The bread ration was as indicated above, but the following other commodities were issued from imported stocks or stocks located and blocked within the country, all quantities enumerated being the monthly ration per person:

Sugar -----	250	grammes.
Dried vegetables-----	400	"
Dehydrated Soup -----	250	"
Olive Oil -----	200	"
Cheese -----	100	"
Meat and veg. stew -----	400	"
GI soap -----	200	"
Italian soft soap -----	150	" (in lieu of January ration)

The dehydrated soup, incidentally, has been very unpopular and difficult to move. The bread ration, moreover, has not always been so high, since it was at one time as low as 100 grammes per day, and the average over the first five months was between 100 and 150 grammes. At some times in some places there was no bread available. Since February 1, however, it has been available at the present ration scale.

The flour requirements of liberated Italy on the present ration scale total approximately 61,000 tons per month, of which 15,000 go to Sicily, 5,000 to Sardinia, and 41,000 to the mainland. Colonel Legg pointed out that every effort has been made to build up a stockpile of 50,000 tons in Italy and North Africa, and that his policy has always been based on the cardinal promise that no increase in the ration should be contemplated until at least a 30 day reserve has been created in Italy. Diversion of shipments, losses due to enemy action, and other unforeseeable developments render extremely hazardous any other approach to the problem of feeding a large population largely on imports.

In an effort to augment the overall ration of the population Region 3 has recently attempted to organize the fishing industry, and the Agriculture Sub-Commission has assisted in obtaining equipment to enable many fishing boats to resume their normal business. A central fishing agency has been created, with seven markets in Naples. Prices are fixed so as to give the fisherman and the peddler a fair profit, and sales are limited to one kilo per person per day, which is a form of rationing, though an ineffectual one. The system has not worked very well, because the peddler and fisherman both can do better by selling at black market prices, but the disparity between legal and illegal price levels is not so great as in the case of bread, and the quantity of fish available on the market has definitely increased.

The outstanding reason for the failure of the rationing system to operate effectively, however, seems to be the general unwillingness of the Italian population to accept it any more than Americans accepted Prohibition. Public morality is very low in Southern Italy.

Twenty years of Fascist corruption have left their mark. The black market trader who amasses huge profits at the expense of his own people is nowhere condemned as a criminal or scorned as a low form of life. For an individual to "beat" the ration system is considered the normal thing to do. Fear of a German victory is also still a factor which contributes to the instability of the situation.

VII. Price Control and Black Markets:

Price control measures adopted by AMG and ACC have been ineffective. The acute shortage of bread and pasta have made the black market flourish. Insofar as the legal ration is concerned, however, the price which the baker may charge has been maintained on the same level ever since the liberation. The principle on which ACC has operated is to charge the Italians landed costs plus handling charges on imported supplies, although handling costs are often only charged in part, and in the case of flour the charge is much less than landed costs in order to maintain bread at the previous price. ACC likewise fixes the mark-up for wholesaler and retailer. In the case of flour the price to SEPRAL is 275 lire per quintal, and SEPRAL in turn is allowed to charge the wholesaler 300 lire, the difference covering handling costs and overhead. The wholesaler sells to the retailer at 319 lire of which 15 lire represents transport costs, a very small mark-up which encourages him to attempt to divert as much as possible to black market channels. The baker sells his bread at 360 lire per quintal. Since he makes about 25% more bread than he receives in flour, he has a reasonable profit, but still a very low one compared to what he can make in the black market on a fraction of the flour he receives.

Published price lists on other commodities which are not controlled as to source of supply by ACC are meaningless, and ACC officials frankly admit it.

There are many types of consumer goods available in Italian stores which are not available in North Africa, for example. Clothing is unrationed and fairly plentiful, although the quality is often dubious and the prices high. A general inflation has taken place since the Allies value the lire at once cent and large numbers of Allied troops began to spend money in the country. Italians have complained that the lira was undervalued, but the chief cause of inflated prices seems to be the shortage of goods, particularly in the food category, and the lack of confidence of the Italians in their own government, as well as an almost complete breakdown of the tax system. The formation of the new government recently, we were told, had resulted in a pronounced improvement in the market price of government bonds, which is usually a healthy sign. Allied currency issues also appear to have been smaller than expected up to date.

The black market is very broad and very profitable for those who have supplies to sell. We were told, for example, that the value of an empty flour sack is 500 lire, and that of a truckload of flour as much as 100,000 lire. Against Colonel Legg's estimate that losses from pilferage between dock and warehouse are not now in excess of 1%, we were given other figures ranging up to 5%, and all concerned agree that losses beyond the warehouse are from 5% to 10% more. This flour is finding its way into the black market

at absurd prices. ACC and Region 3 have begun a real effort to curb the speculators and ringleaders, but it is a difficult task. SEPRAL now has its own corps of investigators, who check the bakeries by counting all customers for a period of several days, and when it is apparent that the baker has turned in many fraudulent pre-notation coupons, his shop is closed and he is arrested and usually jailed. One such investigation recently uncovered a baker who was drawing flour on the basis of 7700 alleged customers, and actually had only 200. It can readily be seen that his profits from the sale of the excess flour were enormous in a very short period of time. He was able in fact to offer a bribe of 100,000 lire to the inspector who fortunately was honest.

Region 3 has also organized a black market control unit, headed by Captain Matthias Corres (American), which is doing good work along similar lines, and even better work investigating pilferage from trucks and warehouses. We shall need a strong inspection system and the cooperation of the local governmental activities, as well as a bureau to which people can bring their complaints and get action.

Jail sentences, however, do not frighten the Neapolitan, whose tradition of lawlessness is one of long standing, and who believes they will at the very worst be freed or be able to buy their freedom as soon as the Allies leave Italy. Heavy fines deter them even less, since no fine can entirely deprive them of the profits they have made, and the risk of being caught is still comparatively slight. Publicity to rouse the people to a sense of civic duty has had no effect whatsoever on the black market.

ACC officials sum up the situation as bad, and feel that the only real cure for the black market is sufficient supplies to render possible a substantial increase in the ration scale. They are hopeful that the results of the coming grain "ammassi" will be satisfactory, and there are indications that the new Italian government intends to concentrate its best energies on that program. The experience in Italy can at least teach us that in other areas we may expect that the problem will be deep-seated and the solution complicated. Black markets will always exist unless supplies are adequate for all concerned. Their virulence will depend on the degree of control exercised over imported foodstuffs, on the vigor of the program for prosecution of price control violators, and the moral quality of the population. The last factor is important, but we may and should assume that in almost any liberated area, after several years of hardship, a hungry people will think first of the stomach.

VII. Transportation

There is no question in my mind but that adequate transportation is an absolute prerequisite to the success of a distribution operation such as that which ACC has attempted in Italy. This conviction is borne out by the testimony of every officer with whom we talked. It was stressed by Brigadier Lush in our first conversation, emphasized by General Macfarlane, and repeated down through the ranks. AMG came into Sicily and later into Italy without sufficient trucks, with the railroads torn up or obstructed, and the best of the local motor transport equipment carried off or destroyed by

the retreating Germans. Distribution in the rural areas almost completely broke down from time to time during the early period. Even now in Region 3, when the railroads have been put back in service and a fleet of trucks has been made available, transport difficulties recur.

The problem has been aggravated by the inability of AMG and ACC to control what is left of local transport. I am not convinced that it could not have been done by strong measures; I am not certain that it still cannot be done. The fact is, however, that there are an undetermined number of Italian trucks operating on the roads, a number running into many hundreds, which serve little useful purpose except to provide transport for black market supplies. It seems to boil down to the fact that the truck owners as a group have outwitted the Allied authorities. Many of them manage to obtain a contract with some branch of the armed forces by which they furnish their trucks for military haulage on a part-time basis, and thus obtain gasoline for operations on their own during the rest of the day. Many others register their trucks with a trucking consortio which theoretically makes them available on call for service for the Italian government departments, such as SEPRAL. When actually called, however, the truck is often conveniently immobilized because of a bad tire, or some other ready excuse.

AMG and ACC themselves have had no requisitioning authority, but they have always been able to request PES or 57 Area in the Naples region to requisition for them, and the Italian government has such powers for its own purposes. The argument is offered, however, that an attempt to requisition the local transport which now operates clandestinely on bootleg gasoline would have to be perfectly coordinated all over the country at a given moment, and would require a large staff to carry out. Otherwise, we were told, the trucks would go into hiding, and the hauling which they now do, and which makes food available to the distant communes, withal at black market prices, would be done by no one. It is a reasoning of defeatism, and symptomatic of one of the weaknesses of ACC. The reasoning is that the Allies are bringing food into Italy by dint of great effort and by diversion of valuable shipping, which the Italians should appreciate and be competent to distribute fairly and evenly. If the Italians fail, ACC will not be too concerned or curious as to why not. This is not an attitude which is true of many of ACC's officers, but it is true of an appreciable number. In short, the transport problem has always been out of hand, and little has been done to stop the black market trucks. One officer told us very frankly that in his opinion a mistake had been made in not seizing all civilian transport at the very beginning, and operating it on a military basis until it could gradually be given back to its owners on strict conditions.

In practice, therefore, much of the hauling of supplies is done by primitive methods, such as carts, which the communes or wholesalers scrape together as best they can and bring to the warehouses to take delivery. Railroads are carrying an increasing share of the burden, but are definitely limited by lack of rolling stock and by military needs. Small boats are used in a very restricted sense in the Naples area, since such islands as Capri can be provisioned in no other way.

Anyone who has seen modern armies move into battle knows what an endless amount of trucks is needed to service them. No estimate of the transport needed to feed a civilian population in a liberated area can be too generous. Roads will be bad in the Balkans, and long detours often necessary to reach remote areas. It does not matter in principle whether UNRRA or the local government is going to do the actual distribution of supplies, for in one way or another the transport must be provided.

Major Hartman, chief of the Agriculture Sub-Commission, was another who stressed the need for planning for adequate transport. Pointing out that fertilizer requirements for 1944 had been fixed at some 380,000 tons, he remarked that he did not expect to receive that quantity, but if he had received it at the planned rate, he was now certain that it could not all have been distributed. He also discouraged planning for the importation of farm machinery or even of hand tools to any great extent, and suggested that steel and iron in the proper lengths and widths would be easier to procure and equally useful within a liberated area, where blacksmiths could forge primitive tools to which the peasants were accustomed over many generations, and which would enable the people to help themselves to put their agricultural economy back on its feet.

VIII. Policy and Mistakes of AMG and ACC.

It would be easy to criticize many of the results of the policies pursued by AMG and ACC, and much loose talk about the situation in Italy has already appeared in the press in guarded form. A just appraisal of the overall situation cannot be made in a few days, and it would be a serious error to say merely that the unfortunate conditions referred to above in themselves constitute an indictment of the performance in Italy. Rather should one attempt to analyze the causes of the faults in the present system, so that these faults may to some extent be avoided by UNRRA in a future area, both in planning and in putting the plans to the test.

I believe we approached the officers of the ACC with whom we talked in such a spirit, and we found them very frank to admit mistakes and point out weak spots in the administration of the liberated areas. This section will serve a useful purpose if it sums up the major danger points which AMG and ACC did not always see in time to avoid trouble, and other weaknesses which resulted from conditions beyond the control of those responsible for the direction of the operation. Inadequate control of supplies from dock to consumer has given rise to many troubles, including excessive pilferage, fraud in the rationing system, and maldistribution. ACC's policy has been to allow the Italians to administer their own affairs so far as possible. The Allied Advisory Council has directed such a policy, in a general way, and all hands have tried to carry it out. Colonel Poletti feels that the Italians, however incompetent some of their officials and administrative services may be for the moment, must none the less be trusted and encouraged to develop their own government along democratic lines. Fascism was a deeprooted incubus in the Italian body politic, and it is not a simple matter to find new men to whom the reins may be handed. Progress will inevitably be slow and erratic. But AMG and ACC have made mistakes which have hampered this evolution. Decrees have been

issued which could not be enforced, and the Italian reaction has been one of skepticism as to the true intention of the Allied authorities. Promises were made in the early days which were not kept, promises stemming perhaps from over-optimism as to the military situation, or merely to gain a temporary advantage which was more than offset by the subsequent unfavorable reaction. Transport needs were either underestimated, or because of military conditions could not be satisfied. A serious mistake was made in planning food requirements, since original estimates of the population

percentage to be fed with imports has proven far wide of the mark, even allowing for fraudulent ration cards. Sufficient preparations to cope with the black market were apparently not included in the planning. Hoarding of the harvest was a foreseeable phenomenon which North African experience had indicated clearly, yet no program for collecting the grain has ever been vigorously prosecuted.

Local governmental and charitable agencies proved to be both numerous and complex, and many were of no value in the task of reorganizing a war-torn country. We shall face a similar situation in future areas, and a positive anticipation of it will be better than any wishful thinking. The pendulum in Italy may even be swinging backward somewhat, as the urgent need to reduce imports and conserve shipping is forcing the Food Sub-Commission to intervene in certain respects to enforce the decrees and regulations which Italian governmental agencies have failed to enforce.

Price fixing and control might have failed anyway in view of other weaknesses in the distribution mechanism, but it appears that no central agency for this purpose was included in AMG planning, with the result that chaotic conditions soon obtained in different areas. Steps are being taken to coordinate all pricing policies and directives and the new Italian government may be able to enforce some prices by a gradual tightening of the controls. But we can learn that pricing policies should be realistic, and that no decrees should be promulgated unless there is a big stick somewhere behind them.

Several officers in different fields stressed the necessity for planning an adequate supply of findings, spare parts, or repair equipment. No matter how thorough enemy scorched-earth methods may appear to have been at first glance, there will always be factories and individual pieces of equipment of all types which can be rehabilitated quickly and inexpensively if the necessary part or repair machinery is available. In the clothing field this is especially sound, since lack of thread, needles, parts for sewing machines, etc., means only that new clothing must be provided instead of using old clothing which is still in condition to be repaired.

AMG probably could not have performed all the functions of an ACC in the early days, in view of the manifold difficulties in merely feeding the people. Now the rudiments of a complete control over local production and resources, as well as exports which can be useful in the Allied war effort, are beginning to develop. The Industry and Commerce Sub-Commission of ACC HQ is the overall body responsible for procurement for export on instructions from London and Washington, and for price fixing on such exports. Through this commission ACC is represented on the Army's Local Resources Board, which is interested in a list of about 25 items for export. On such items ACC's plans must

be cleared through this board; on all others it may act independently, such as on seeds, for example. Considerable difficulty has been encountered in eradicating the influence of the Fascist Corporative State and its pre-Allied agency in Naples, the Provincial Economic Council, which controlled the whole economic life of the area. Region 3 finally ejected from office the former prefect of the region and the director of PEC, and moved in three of its own officers, an industrial survey and rehabilitation officer, an industrial materials officer, and a prices officer. Now, therefore, Region 3 is doing the work for the Industry and Commerce Sub-Commission in the region, and results are beginning to be obtained. Region 3 warehouses hemp for export for ACC, and shortly will be warehousing for export many other items, including silk, timber, etc.

What can we learn from ACC's experience which will perhaps smooth the path of a similar operation in the Balkans? From what we know of the work of the Swedish-Swiss Commission in Greece, there is reason to hope that the Greek people will comply with rationing regulations in a more cooperative manner than the Italians. The self-discipline of the Yugoslav Partisans has favorably impressed all who have seen them. While the transport problem in the Balkans will certainly be more difficult than in Italy, the attitude of the people toward UNRRA should prove a favorable factor. Italy teaches us to emphasize the need for adequate transport and control thereof, control of supplies to the greatest possible extent in terms of supervision all the way from ship to consumer, and personnel equipped by experience and fired by enthusiasm for the job. It tells us further that local governmental agencies will have to be used to the greatest possible extent, indeed should certainly be used in a friendly area, but that those agencies will often be disorganized, incompetent, or lacking in leadership. To place too much reliance on them to guard supplies and inspect the processes of distribution will be a mistake.

UNRRA must be ready with more than a skeleton staff to assume the responsibilities delegated to it during the military phase, and to operate on its own responsibility after that time. A personnel of 1400 officers has been approved for all of Italy at the present time, against a staff now in excess of 1200 and General Macfarlane's wish for 300 more. The present staff is about equally divided between British and American officers. Obviously UNRRA is not going to perform the functions of a complete military government, but the magnitude of the task and the personnel requirements become focused more clearly in the light of the Italian experience. If possible, as Col. Poletti expressed it, more personnel than needed should be provided for the first field of operations, which will serve two purposes: (1) you will surely have enough to offset any errors in personnel planning, and (2) you will be able to transfer personnel with practical field experience to other areas as they develop.

APPENDIX A

Itinerary and Persons with Whom Conversations were Held

- May 2 -- Left Cairo by air.
- May 3 -- Arrived Naples 2:00 P.M. Conversations with Brigadier Lush (British), Executive Commissioner of the Regional Control and Military Government Section, ACC., and with Lt. Col. Charles C. Poletti (American), Regional Commissioner, Region 3.
- May 4 -- Short interviews with Mr. Samuel Reber (American), joint vice-president of the Political Section, ACC., and Colonel D. S. Adams (American), Chief Assistant to the vice-president and chief of the Economic Section, ACC.
- Long talk with Colonel W. J. Legg (British), head of the Food Sub-Commission, ACC.
- Conversation with Captain Morris Neufeldt (American), assistant to Lt. Colonel Poletti in Region 3.
- May 5 -- Visited port area and two of ACC warehouses in Naples with Major J. Rorimer (American), Port Liaison Officer for Food Sub-Commission, ACC. Conversations with Captain Klein (American), Warehouse Officer, and with Captain Vincent (British), on special detail from 8th Army AMG to establish warehouse accounting system for Food Sub-Commission.
- Long interview in evening with Colonel Legg.
- May 6 -- Talk with Sir Clifford Heathcote-Smith of Intergovernmental Committee on Refugees.
- Session with Captain Parker (British) and Lieutenant Falvo (American) of Rationing Section of Food Sub-Commission.
- Luncheon at the residence of General Macfarlane, Chief of the Allied Control Commission, at which were also present Mr. Reber, Mr. Harold Caccia, his British opposite number, Lt. Col. Nelson Monfort (American) and Squadron-Leader A. J. Perry, personal assistants to General Macfarlane.
- Conversation with Captain Eardley (American) and his assistants at Region 3 food headquarters re ration systems and SEPRAL's part in rationing and distribution.

Appendix A (Cont'd 2)

- May 7 -- Further talk with Captain Eardley.
Second visit to port area with Major Rorimer.
Luncheon with Colonel Legg and Major Rorimer.
Completed arrangements for return travel via Bari.
- May 8 -- Long conversation with Lt. Colonel Merrill (British),
Chief of the Economics and Supply Division of Region 3.
Conversation with Major G. Sealey (British), Food
Controller of Region 3, with emphasis on milling
program.
Luncheon with Major Watson (British), Sealey's acting
assistant.
Discussion with Captain Jackson (American) of 5th Army
AMG on accounting problems and warehousing program in
forward Area.
Further talk with Captain Eardley, and inspection of
SEPRAL offices and organization, including conversa-
tion with new Italian director of SEPRAL.
Interview with Major Lister (British), Industrial Re-
habilitation Officer of Region 3.
Dinner with Captain Vincent and long discussion of
warehouse accounting problems.
- May 9 -- Left Naples by automobile at 9:30 A.M. with Major Watson
of Food Control Section, Region 3, for Caserta. Visited
large flour and pasta mill at Caserta, and discussed
milling problems with manager of mill.
From Caserta to Santa Maria di Capua for luncheon at
the headquarters of Major Simpson (British), political
officer for the province of Naples, the city excepted.
Discussion with Simpson and staff of supply, distribut-
ion, black market, and other problems.
In afternoon to visit a bonded warehouse of Region 3 in
Santa Maria di Capua.
- May 10 -- Called on Mr. Alexander Kirk, American representative
and presiding officer of the Allied Advisory Council.
Short conversation with Colonel Poletti, and luncheon
with him.

Appendix A (Cont'd 3)

Brief talk with Major Fielden (British) and Captain Leucacos (American) of ACC Public Relations Office.

Short talk with Colonel Legg.

Discussion with Major W. A. Hartman (American), chief of Agriculture Sub-Commission of ACC, and his assistants, Major Dickie (British) and Major Andrews (American), of agricultural problems, especially planning and its reliability as a guide to actual operations.

May 11 -- Long talk with Colonel Webber (American), Chief Legal officer of Region 3 and Captain Matthias Correa (American) head of the Black Market Control Unit of Region 3, and brief inspection of Region 3 court system.

Conversation with Colonel N. E. Fiske (American), Chief of the Civil Affairs branch of the Regional Control and Military Government Section of ACC, opposite number of Brigadier Lush, and Major Cunliffe (American), his assistant.

Left Naples 2:15 P.M. Delayed by wait for plane, but arrived Bari at 6:30 P.M.

May 12 -- Short talk with Major Knight (British), Provincial Supply Officer, Region 2, ACC.

Long interview with Mr. Robert Joyce, OSS, followed by conversation with Joyce and four Yugoslav Partisan officers representing Marshal Tito, Colonel Popovich, Colonel Manola, Colonel Milojevich and Major Sardelich.

Conversation with Colonel Findlay (British), chief of Internees and Displaced Persons Sub-Commission of ACC, and his assistant, Lt. Colonel Fothergill (British).

Further talks with officials at OSS, including Mr. Harry T. Fultz (re conditions in Albania).

May 13 -- Visited Camp No. 1 of Displaced Persons Sub-Commission near Bari. Talks with Lt. Col. Kerr (British) Camp Commandant, and Mr. J. Trevor, British Red Cross, in charge of stores.

In afternoon I talked again with Mr. Joyce and Mr. Fultz while Mr. Patterson talked with Colonel

Appendix A (Cont'd 4)

Fothergill again, and had a long interview with Mr. T. Parrington of the British Red Cross and Dr. Maurice Thudichum of the International Red Cross on problems of registration of displaced persons. Mr. Patterson also talked with Captain Lester Korn (American, Repatriation Officer and former Camp Commandant at Ferramonti Camp, who later joined us both for dinner and continued the discussion.

May 14 -- Further conversations with Parrington and Thudichum. Mr. Patterson then talked with Miss Hall, American Red Cross civilian relief representative in the Bari Area, while I met with General Kleberg of the Polish Army and discussed the problem of Polish and Jewish refugees in Italy.

Luncheon with Major Knight and his staff, followed by a long conversation on supply and other problems in Bari province.

Short talk with Fultz, followed by dinner with Captain Korn, Sir Clifford Heathcote-Smith, and officers of Palestine unit serving with the British Army who are well posted on refugee problems.

May 15 -- Left Bari by air at 8:00 A.M., and arrived Cairo in the evening. Mr. Patterson remained behind until the following day, and talked with Mr. Kobler (American) and Mrs. Brown (British) at the Economic Warfare Analysis Section of G-2, Allied Forces in Italy. Mr. Patterson reached Cairo the evening of May 16.

APPENDIX B

DISPLACED PERSONS OPERATIONS IN LIBERATED ITALY.

I am devoting a separate section of this report to the displaced persons problem in Italy, since it is not within the jurisdiction of the Bureau of Distribution and Transport and therefore not a major question which we studied. The information set forth here was collected largely at Bari as a result of talks with the officers in charge of the work of Internees and Displaced Persons Sub-Commission of ACC, which makes its headquarters in that city, as well as with Mr. T. Parrington of the British Red Cross and Dr. Maurice Thudichum of the International Red Cross. The information thus acquired may be of value to the Displaced Persons Division of UNRRA in Washington, Mr. Patterson and I having happened to be the first representatives of UNRRA on the spot where the Yugoslav refugees arrived from their country and where problems involving other refugees and internees found within Italy as the Allies have advanced are being handled.

Colonel Findlay (British) is a new appointee as chief of the sub-commission, and frankly told us that most of our questions could best be answered by his deputy, Lt. Col. Fothergill (British). We found Colonel Fothergill to be both helpful and well-informed. Our other talks with Captain Korn (American), Repatriation Officer, and Mr. T. Parrington, on special assignment to Italy from the British Red Cross at the request of ACC to establish a proper records bureau and registration system for refugees, and with Dr. Maurice Thudichum, assigned by Geneva to work with Mr. Parrington on the same project and to ensure that the work in Italy includes the distribution of IRC message cards were equally productive.

The sub-commission has operated as many as a dozen camps and/or hospitals for refugees, not all of which are at all times active. We were able to visit only one, the transit camp a few miles from Bari. Transit Camp No. 1 cares largely for Yugoslavs arriving from Dalmatia, but also maintains a small static population, most of whom work in the camp or in Bari, and who include people of 18 nationalities. Yugoslavs have been both Partisans and Royalists, but largely the former, and are still arriving at a rate which shows no signs of decreasing. In February and March about 5000 came in each month, in April about 7000. The day before we visited the camp, about 600 had just arrived, and we saw them the following morning being deloused, inoculated, and vaccinated, after which they were to be shipped in a day or two by rail to one of the other camps. Their condition was poor, with many children showing unmistakable signs of malnutrition, their clothing was in rags, and their filth pronounced. Most of them are women and children, and old men who are beyond military age.

From camp No. 1 the refugees are shipped to one of the other camps, all of which are located on the Italian heel, with the exception of

APPENDIX B (Cont'd 2).

Ferramonti, a camp for Jewish refugees in Central Calabria. Camps at Santa Maria di Leuca and Santa Maria di Bagni house the largest numbers but are not really camps of the same type as those in the Middle East, since the refugees are housed in shore cottages and houses in small groups. At Santa Cesarea there is another small "holding" camp serving the same purpose as Leuca and Bagni, that is, to house the refugees until they can be shipped to the Middle East. At Tuteurano (near Brindisi) there is a distribution camp from which the refugees are split up among the different holding camps. Castro has been used as a partisan training camp, Arnesano as a camp for Yugoslav royalists. Taranto is a camp where the refugees are held temporarily prior to embarkation for the Middle East. There are two hospitals at Leuca and Maglie (inland near the tip of the heel). Total capacity of the camps is estimated at between 10,000 and 15,000, but this should be considered only as the maximum number which can be handled for a short period in an emergency.

The refugees are often unwilling to leave Italy for the Middle East without considerable persuasion, and all concerned agree that pragmatically they would be better off to remain in Italy.

Some clothing has been distributed to the refugees by the American and British Red Crosses operating in the civilian relief field under ACC, and small projects have been started in two or three of the camps to enable the refugees to make clothing for themselves or to rehabilitate stocks of discarded army clothing. Thread as usual, is very scarce.

Refugees receive the British Army refugee ration, with extra milk and special foods being provided to a small extent to those who need it urgently from a stock on hand at the warehouse at Transit Camp No. 1.

We had a very interesting conversation with Mr. J. Trevor of the British Red Cross, who is in charge of this warehouse, and we were able to inspect the stocks on hand. American Red Cross layettes, prisoner of war packages originally packed for prisoners in Axis countries by the Canadian and British Red Crosses, used and new clothes obtained through FEA and a small quantity of yard goods also obtained through FEA, made up the largest portion of the stock on hand. Most of the stock in question arrived in Bari only about three weeks before our visit, and no distribution had been made pending its allocation by the American Red Cross civilian relief headquarters in Naples. Miss Hall, the ARC representative in Bari, told Mr. Patterson later that this shipment and similar stocks in Naples and elsewhere had originally been intended as a

APPENDIX B (Cont'd 3)

stockpile for other areas of Italy, Southern Italy having already previously received its allocation of clothing from a prior shipment. Now, however, the situation would probably be reconsidered in view of the continuing flow of Yugoslavs and the fact that a substantial number of North Italians coming into liberated Italy through the lines were being outfitted at the expense of South Italy's share. She anticipated, therefore, that part of the stock we saw at Bari would soon be unlocked.

Mr. Parrington and Dr. Thudichum were particularly concerned as to what plans UNRRA has made to (1) collect the Geneva cards (Form 10027) from refugees now in the Middle East and to forward them to Geneva, and (2) collect the same cards in the Balkans. Dr. Thudichum's specific interest in UNRRA's plans stopped at that point, but Parrington was also anxious that UNRRA avoid the serious mistake made by AMG in not planning an adequate system of registration and records for refugees, which could have been set up on D-day. Both men felt that their work should be coordinated with that of UNRRA, and we left them with the understanding that as soon as the Director of the Displaced Persons Division of the UNRRA Balkan Mission had arrived in Cairo, he would be in touch with them to arrange for a solution of outstanding questions. A copy of the registration form now in use by the Displaced Persons Sub-Commission is attached hereto in case it has not reached Washington. The lower section is the portion of interest to the International Red Cross.

Captain Korn explained in brief the situation in which displaced persons of other than Yugoslav or Italian nationality find themselves. ACC makes grants of up to 4,000 lire per month in cases of proven need to the head of a family of American or British nationality, caught in Italy because of various circumstances. Other nationals receive less or none at all through the aid of representatives of their governments. About 5,000 Jews remain in liberated Italy (of other than Italian nationality), and are sheltered either at Ferramonti or Bagni, or have found employment and are leading more or less normal lives. About 300 appear to have valid certificates for entry into Palestine, and can probably be repatriated shortly. Jews not in camps who are in need receive a dole of 20 lire per day from the Italian government, which is by no means enough to enable them to exist. In general, according to Korn, the Polish Jews desire to go to Palestine, whereas the Czech Jews, on the other hand, having been well treated in their country before the war, wish to return to their homes. Jews of other nationalities are divided, the desire to emigrate to Palestine being strong in the case of those whose experience in Europe has been bad, less strong among those who are refugees from areas where anti-Semitism has not been so virulent.

In short, it would be better to care for the Yugoslav refugees

APPENDIX B (Cont'd 4)

in Italy than in the Middle East from a climatic point of view, and from the point of view of their own wishes. That additional camp sites could be obtained is probable, although we did not examine the question. The military considerations which have dictated their removal from Italy do not seem compelling, but they may be. The refugees are physically in poor condition, badly in need of clothing at least against another winter, and in urgent need of welfare work to maintain their morale and give them something to do to keep busy.

APPENDIX C

MISCELLANEOUS NOTES

We had some conversations in Italy which do not fit into the main report, but which deserve recording.

Mr. Samuel Reber, co-chief of the Political Branch of ACC, wondered whether UNRRA had given any thought to the possibility of operating in Italy at some future date. I replied that UNRRA probably could not operate in Italy without the consent of the Council and certainly not without the invitation of the military. Reber then asked how long it might take UNRRA to ready itself for entry into Italy to perform the functions of ACC, at least in so far as those functions would be applicable to UNRRA. It told him that would be very difficult to answer unless the extent of the job which UNRRA might be asked to perform were known, and that UNRRA could much better prepare if the military were to tell it to be ready by a certain date.

Mr. Reber mentioned the fact that a recent meeting had discussed the possibility of inviting UNRRA into Sicily.

General Macfarlane seemed to share Reber's feeling that UNRRA should and would eventually operate in Italy, and asked me to tell Director-General Lehman that he hoped UNRRA would keep in mind the present ACC personnel when that day comes, although at the present time he could not relinquish any personnel whatsoever for another theater. He stressed the necessity of a post-war rehabilitation program for Italy, and felt that it would be UNRRA's mandate to do it. He offered all the facilities of ACC to us during our stay in Italy, and urged us to keep in touch with them on any and all problems.

Colonel Poletti expressed the opinion that the cardinal principle to follow in an operation such as ACC's should be to help the people to help themselves. He emphasized that AMG and ACC had tried ceaselessly to build an Italian organization which would be competent to assume full responsibility for distribution and the other functions of a civil government when the time comes for ACC to close up shop. He pointed out that it had been a fixed policy to utilize to the fullest extent existing governmental machinery, but that as rapidly as possible incompetents and arch-Fascists had been replaced by young men who could develop into future leaders.

Brigadier Lush stressed the importance of transport, and urged that it be given first consideration, even ahead of other supplies, in planning for a liberated area. He also talked at length about the

APPENDIX C (Cont'd 2)

extent of the black market, and said that his policy had been to attempt to bring to justice the big operators, in the hope of choking off the main flow of supplies into illegal channels.

I would suggest that consideration be given to the possibility of sending a small UNRRA mission to ITALY, provided the military authorities are agreeable, to work with ACC officials and prepare for the day when UNRRA may be asked to operate there.

APPENDIX D

NOTES ON THE RED CROSS CIVILIAN RELIEF OPERATION IN ITALY.

Mr. Patterson talked with Miss Hall, the civilian relief representative of the American Red Cross at Bari, about the joint American-British Red Cross civilian relief operation under ACC. This information should be treated with reserve, because Miss Hall is familiar chiefly with the operations in her province, and could not answer many questions put to her about the overall program.

Original plans called for the distribution of clothing to the Italian civilian population on the basis of $1\frac{1}{2}$ garments per capita for 10% of the population. Actual distribution to date has been nearer 3 garments per person to 5% of the people. Yugoslav refugees have received somewhat less than 3 garments. A staff of about 60 field workers, mostly men, and half from the British Red Cross, has handled the distribution by forming committees in each province to represent a cross-section of local charities, local government, the church, etc., to which the responsibility for arranging the actual distribution has been entrusted. All clothing has been distributed free.

Clothing supplies have come from various sources. Some has been provided by FEA, some has been shipped direct by ARC chapters, some has been renovated from discarded army stocks. One shipment has already been distributed; the status of the second shipment has been described in Appendix B of this report.

APPENDIX E.

IMPRESSIONS OF THE PARTISAN MOVEMENT FROM CONVERSATIONS IN BARI.

While in Bari we had an opportunity to discuss with several American representatives of OSS, and with three Partisan officers conditions in Yugoslavia and the strength of the Partisan movement. This paper is no place to attempt to appraise the Partisan situation on the basis of meager information, but the general impression we gained was that the Partisans are increasingly a force to be reckoned with in the Yugoslavia of today.

Our talk with the Partisan officers of Marshal Tito's mission in Bari is worthy of mention, however, because it enabled us to establish unofficial relations with them and to clarify some of their uncertainties about UNRRA. We encountered the feeling that UNRRA is partial to the Royal Yugoslav Government, which I pointed out is unfounded. I told them that UNRRA at the moment can deal officially only with member governments, and that the Royal Yugoslav Government is the recognized government or authority to represent Yugoslavia on the UNRRA Council, but that it was my understanding that the petition of Marshal Tito for membership on the Council would be presented at the Council's next session. Beyond that, I told them I could not go, except to talk with them unofficially and to assure them that UNRRA's aim is to help all liberated peoples without regard to politics.

They seemed anxious to know why UNRRA could not send supplies to Yugoslavia now, and I pointed out to them the fact that UNRRA can operate only in an area approved by the military authorities, and then only if and to the extent that supplies and shipping are available. Some civilian supplies are now stocked for Yugoslavia in Bari but cannot be transported to the mainland.

They were extremely interested to know that UNRRA was assuming responsibility for the Yugoslav refugee camps in the Middle East, and I told them something of UNRRA's hopes and plans to improve the conditions under which the refugees must live, but reminded them of the inherent difficulties in accomplishing too much in a short time while the war continues.

In conclusion I asked them what they thought might eventually be the best method of organizing a distribution of supplies in Yugoslavia and they replied that the National Committee of Liberation in Partisan-controlled Yugoslavia was developing a stable and efficient civil government, and that it was their opinion that supplies should be distributed entirely under the direction of their committee, i.e. the Tito government.

APPENDIX F

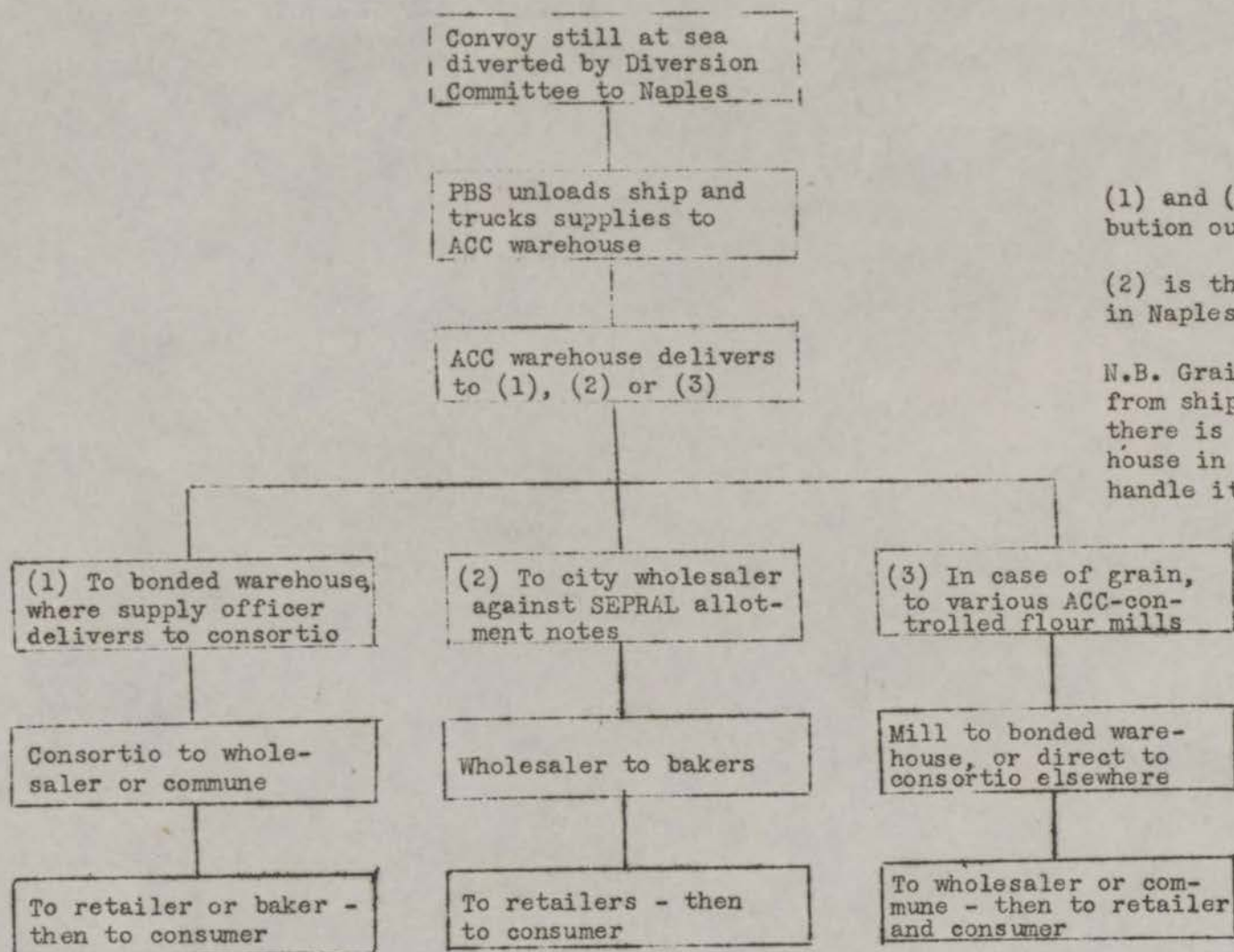
Warehousing Forms now in use by ACC Warehousemen.

Attached hereto is a set of such warehousing forms now in use by ACC in Naples as are available in duplicate, one copy of each having been retained in Cairo. Each form has been numbered in accordance with the following list:

1. Motor Transport Dispatching Order (this is used in triplicate in different colors).
2. Checkor's counting slip.
3. Warehouse Receiving Report.
4. Daily List of Commodities Received at Warehouse No. ____.
5. Commodities Loaded off S.S. _____ for ACC Warehouses.
6. Summary of Imports into ACC Warehouses.
7. Register of Receiving Reports for ACC Warehouse.
8. AMGOT Tally Card (used by ACC as bin card).
9. Consignees Ledger.
10. Stores Ledger.
11. Imports Ledger
12. Allotment Note No. ____.
13. Transfer Note.
14. Loading Authorization.
15. Allotment Control Card.

There is also attached a copy of the Ration Card now in use in the City of Naples, valid for the four months beginning May 1, on the bottom and right hand side of which will be seen the so-called "prenotation" coupons, which form the basis of the rationing system.

The Distribution Process in Naples Province

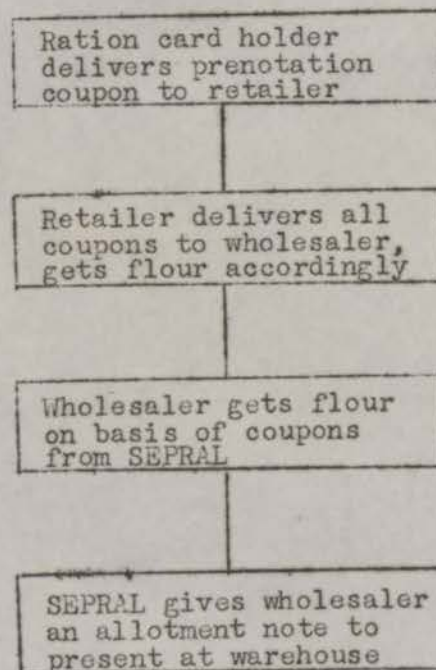


(1) and (3) represent distri-
bution outside of Naples City

(2) is the distribution system
in Naples City.

N.B. Grain is often unloaded
from ships at a port where
there is a mill - the ware-
house in such cases may not
handle it at all.

Flow of Ration Coupons - City of Naples



Registration for new ration cards at SEPRAL every so often - cards delivered to registrants by SEPRAL.

15 January 1945

A.A. Sorieri

By this time you will have heard that Mr. Roth arrived safely and is now with us. He will spend the next few days bringing himself up to date and I am sure that after that he will have plenty of work to do. I am most pleased by the fact that he speaks Italian (better than I) and I cannot impress too strongly on you the importance of knowing Italian here. In the employment of staff for this Mission, and it is, I am sure, important for other Missions, knowledge of the language is almost imperative. Bear in mind that the planning stage of a Mission ends all too rapidly and the operating stage means dealing with the officials of the country, few of whom speak English.

There is much to tell you since my last letter to you:

Italian Refugees

We have done a great deal of thinking and talking about the Italian refugee program and are developing a more coherent set of recommendations to Mr. Keeny as to the things that need to be done. May I stress the fact that the problem of the Italian refugees is extremely serious and that both AC and the Italian government officials are most concerned, especially in the light of future programs in northern Italy; and the return of Italian civilians from Germany after the war. The Italian High Commissioner and his staff are working like fiends, but they lack adequate staff for camps and supervisory work, they lack supplies and have many obstacles in their work with other Ministries and Departments. The AC through its Displaced Persons and Repatriation Sub-Commission work directly with refugees north of the free Italy boundary and is permitted only an advisory role in free Italy.

Generally speaking, the conclusions we have come to are that great help must be given in doing follow-up work in the provinces of free Italy to see to it that Italian refugees who are dispersed and billeted in towns as well as those in provincial camps are given the proper assistance and care authorized by the Italian decrees. Many of the provinces are indifferent and careless in this matter and the care of Italian refugees is generally below any defensible standards. This particular job can be done by a District Displaced Persons Officer, assisted by Voluntary Society personnel such as we have already agreed upon with the Friends Ambulance Unit. The latter group did such a job in Sicily and it has been of inestimable value.

The second conclusion is with respect to Italian refugee camps. In free Italy, there are some 33 such camps most of which are operated by the provinces although about eight of them are operated directly by the Office of the Italian High Commissioner. As I have mentioned before, the conditions of these camps are not particularly pleasant. Because of the low salaries paid by the government and because of other conditions, it is not possible to get competent people to do the job and besides the whole problem is a little too terrific for the government at this moment.

The plans of AC and the Italian Government contemplate some 30 or 40 camps of one kind or another in North Italy as the line moves forward, and as eventually they face the problem of returning civilians from Germany, France, etc. (Copies of both AC and Italian Government plans will be sent you very soon.)

In our discussions with the Italian Government and AC officials, it has been their strong recommendation that our best services to the Italian refugees in camps, would be to provide units such

Thomas Cooley II
Washington, D.C.

15 January 1945

as the Voluntary Society teams in the Balkan Mission which would serve as a nucleus in each camp, see to it that the major phases of actual operation are done effectively. Such units would work with the Italian camp director and the Italian Government. The units we have borrowed from the Yugoslav Mission which are now operating in Forte Aurelia and other camps, are doing just this sort of thing, and made a tremendous impression on everyone. I cannot speak too highly of their work and I hope that proper cognizance will be taken of their efforts. Though they are working under the most difficult conditions, they have literally rolled up their sleeves, have cleaned up the camp, organized it and are setting up operations which will insure effective and intelligent care of the refugees. We are not only hoping to borrow more such units, but with Mr. Keeny's approval, we would like to make arrangements for attaching a number of such units directly to our Mission for continued work. This matter will be discussed with Mr. Keeny and you will no doubt hear further about it.

On the matter of supplies for Italian refugees, we can simply say that there will never be enough to meet the needs. Mr. Nadzo's report which I sent you last week gives you an indication of the percentage and kind of need.

Personnel Needs.

I am asking Mr. Keeny to request approval of four more displaced persons officers, to work on a district basis, doing supervisory work on Italian refugees and also to supervise the assistance programs for United Nations nationals. In addition I am asking that a new position be set for Displaced Persons Specialist, Grade 11, to which Mr. Ratay should be transferred. The rest of our work will be done through Voluntary Society personnel. I might add here a comment about the enviable relations we have had with the Voluntary agencies working in Italy. Thanks to the sincerity and personality of these groups, we have developed an informal and frank relationship which has been increasingly important in the work of all of us. Those with whom we have particularly come in contact are the British Red Cross, Friends Ambulance Unit, Joint Distribution Committee, the American Friends Service Committee, the Intergovernmental Committee on Refugees. With respect to all of these, there has been a community interest and a freedom of exchange of knowledge in planning that will be most important in our joint operations.

South Italy Camps

The job of infiltrating staff into the South Italy camps has been moving rapidly in the last two or three weeks, and Mr. Varrichione, you can be sure, is fully occupied with the problems of receiving staff, placing them out, and supervising them. He and I are constantly in touch with each other and in spite of all difficulties, things are going reasonably well. In about five or six days Mr. Keeny and I will accompany Col. Findlay, Director of D.P. & R.S.C. of A.C. for a three or four day visit to camps and we should have much more to report after that. We are sending you copies of Mr. Varrichione's letters for yourself and the Camps Division, and I trust that there will be items of interest in them for all of you.

Displaced Persons Outside Camps

During the past week we have had many discussions with Col. Findlay, about the proposed plan to give supplementary rations to United Nations nationals. This Admirable plan which means giving or selling some five or six items of army rations to each United Nations national outside of camps was generally agreed upon, but it was necessary that it be underwritten in terms of dollars or sterling.

Thomas Cooley, II
Washington, D.C.

15 January 1945

After discussion, it was generally agreed that the rations to American and British nationals be paid by their respective governments and that all other Displaced Persons coming under our Resolutions would be underwritten by us. In the case of nationals from countries which could pay, we would merely be underwriting until such a decision was reached and in other cases, the underwriting would continue. Some cases would not come under our Resolutions and it was agreed that these would be underwritten by the IGCR. The plan of distribution or sale involves the use of consulates where they exist, and other committees, or agencies in other places. With the exception of the use of consulates, all of this fits into our eventual assumption of responsibility for assistance to displaced persons which will develop after our agreement with the Italian Government. Our future plans of course, do not contemplate using consulates and we are so stipulating in our agreement on this particular plan. Meanwhile, it is important that this supplementary assistance be given without delay and we are not permitting anything to interfere with proper action.

Spanish Refugees

We received a cable yesterday from Mr. Campbell concerning some two or three hundred refugees now in Spain who according to Mr. Campbell, are in great need of care. This matter had been discussed with him by Mr. Blickenstaff who represents several Voluntary Agencies and is attached to the American Embassy in Spain. We do not know the exact nature of this group but undoubtedly, most of them are displaced persons. Mr. Campbell asked for authority to arrange travel for this group to Philippeville. We have asked Gov. Cochran to take the matter immediately with AFIC. Meanwhile the IGCR is cabling Blickenstaff for more details.

Philippeville

Practically all of the personnel (with a skeleton staff remaining) was moved from Philippeville to the South Italy camps.

We have heard from Mr. Campbell about his desire to return to the States and by now you will have been aware of our cable to Washington indicating this request, but suggesting that if the camp is to be closed, he remain to do that, and if the camp is to be continued on a large scale, he also remain. On the other hand, if the camp is to remain operative on a small scale, we will accede to his request. We have cabled Washington for their wishes in the matter.

Miscellaneous

For your interest and amusement, I am attaching a copy of a memorandum from Nadro to me, and I refer you particularly to paragraphs 3 and 4 which give excellent evidence as to why Mission staff members became slightly insane. Guido's reference to "feather and all" is rather esoteric; unless you have heard Guido tell the story of Mrs. Brown. I warn you, however, that it takes a reasonable quantity of good wine to induce Guido to tell this story, but it is worth it.

.....

With a reasonable amount of modesty, I am enclosing a letter addressed to Guido by Mr. Waddilove, who has been serving as liaison from the Council (Cairo) of Voluntary Society, with respect to Voluntary Society units we are using in Italian refugee camps. You will forgive us if we are a bit proud of this letter from a rather reserved individual.

.....

As you may be unaware of the fact, secretarial assistance is furnished to the Displaced Persons Division by Miss Kettie Cohen, formerly of the Philippeville camps. This is being dictated on Sunday morning and I need add nothing further. We are still operating on a seven day week. I hope the Unions will not get after us.

.....

Please let me hear from you and do not hesitate to give us any comments or suggestions as well as to bring us up to date on what you guys are doing and thinking. We are hungry for news about the Washington office, and the bulletins we do get do not satisfy our appetite.

Give my warm regards to Jessie Fritch and Philippe, if they are still around.

enclosures:

- | | |
|---|--|
| 1. Letter to Mr. Hoehler re Aronoff | } Forwarded to
Divisions and
Bureaus involved. |
| 2. Letter to Menshikov - attn Contoni - 11/1/45 | |
| 3. Five letters from Varrichione | |
| 4. Memo to Varrichione re Trevor Pierce | |
| 5. Letter from Waddilove to Nadzo | |
| 6. Memo from Nadzo to Sorieri - 12 Jan 45 | - Attached |

P.S. Please make a correction on Mr. Nadzo's report sent you in the last pouch as follows:

Under IV - C - (Make-up of Refugees: should be 45% for children up to 15.

Under V - F - (Kitchen utensils, etc): campkettles, pots - liter capacity.

Encl. #10 to Letter #37 from Keeny.

Friends Ambulance Unit,

Middle East Forces,

31st December, 1944

To: Guido Nadzo

UNRRA - Italian Mission

Dear Guido,

This note is firstly to offer once again our very warm thanks for all you have done to give useful employment to the units now allocated to the Italian Mission. I can only hope that they will not in any way fall short of the confidence you have placed in them. My main anxiety is that you should not hesitate to call on them for any kind of help whatever, however short the notice or apparently unreasonable the demand. There are bound to be the kind of emergencies that Signor Oneto referred to the other day, and it is the kind of situation that they have been trained and equipped to meet. I believe they are equal to the job, and if the opportunity comes along to do such work, I also believe that a great deal of good will be done by the confidence they may hope to win from the Italian authorities themselves.

I should also like to say more formally than has been possible hitherto, now very stimulating we have found the experience of working with the members of the Italian Mission. It is perhaps unfortunately something of a surprise to find an official organisation with such a spirit of purpose and idealism in undertaking relief work, or possibly we have become too cynical. At all events it has filled our people with a great deal of enthusiasm to be able to play some small part with you in the job you have to do, and they would wish to join me in expressing our very good wishes for the future of the mission.

I have had a talk with Mr. Forbes this morning, and he is up to date with the various points that may arise. He agrees that you should be quite free to go direct to David Pearson on all matters affecting the personnel at Forte Aurelia, or concerning other work you may want them to do. His principal mission will be to help with the allocation of the CCRA team and the Albanian units if they should become available. I hope you will be able to make use of the latter if permission is given, since they are very capable and really keen to help in the Italian work.

We shall look forward to meeting again before very long.

Yours ever,

Louis F. Waddilove.

Enclosure of enclosure 10 of Letter #37 from Keeny.

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
WASHINGTON 25, D. C.

CENTRAL REGISTRY

OUT-CHARGE FORM

Date 27-Mar-47

File No. Loda Davis file - Italy Mission

Subject + Relief Problems as Related to the Health
and Welfare of Mothers & Children in Italy
U.S. Dept of Labor - Sept 1943.

2 - Preliminary Draft - Program Rel. Operations

3 - " Memo in Italy Control No. OFDPA.
June 1-43 Sept 8-1943.

Letter, memorandum, telegram, cables, last date _____

Requested by Report file Extension _____

For _____

Division _____ Room No. _____

Searcher _____

Issued by
Office of Public Information
UNRRA ITALIAN MISSION

Vol. 1 No. 2

16 May 1945

NUTRITION CONFERENCE FOR PUBLIC HEALTH NURSES

A nutrition conference is being held in Rome for Italian Public Health nurses at the Opera Nazionale Maternita e Infanzia headquarters in Lungotevere. Responding to the initiative taken by UNRRA's Welfare Division in cooperation with the Italian authorities, about sixty nurses from Naples and the five most devastated provinces are attending the conference. Italian Public Health authorities have stressed the importance of the event, the first of its kind in Italy.

The purpose of the conference is to inaugurate a national program of nutrition education to reach ultimately the housewife receiving UNRRA foods at the various points of ONMI distribution. Simple recipes are being demonstrated for the proper use of UNRRA foods with the purpose of making them familiar to the average Italian.

Mr. S. M. Keeny, Chief of the UNRRA Italian Mission, outlined the function of UNRRA in Italy and the scope of the conference with the following remarks delivered in Italian at the opening session:

"War does not end when the firing stops. The destruction of war affects the lives of people and especially of children for years afterward. The ignoring of this obvious fact caused infinite suffering at the end of World War I. Hungry people must be fed. But this is not enough. Credit must be found to buy raw materials if people are to have work and normal life is to be restored.

"To help avoid some of the mistakes at the end of World War I, UNRRA was created.

"Its program in Italy, as you perhaps know, is limited to the provision of medical supplies, care of refugees, and especially care of children. It is significant that two thirds of all the money is to be spent on the children.

"The UNRRA program in Italy is more than food; it is a symbol that some good will exists in the world. The \$50,000,000 assigned to Italy was voted unanimously by the forty-four nations that are members of UNRRA. Moreover, this program represents a real partnership with Italy. The Italian Government is really a part, in that it supports the program by an amount equal to the cost of the imported supplies. These lire from the Italian Government do not pay for the imported supplies; they pay for the expenses in Italy of the programs made possible by the supplies. These lire will also be used to strengthen local agencies, so that when UNRRA leaves, as it will, in a year or two at most, the Italian agencies can go forward by themselves.

"The program under discussion today is your program. Whether it is a good or a bad one, will depend on how well you, or people like you, do the job. People like myself, who are here as foreigners are very well aware how awkward our attempts to help must seem to you. But some things we foreigners can do. We can get the supplies to Italy, and we can sometimes aid in making things happen with the military. Most of all, we can send through our Headquarters to the United Nations, reports of the good work you do. By doing this, we hope that supplies can be kept coming as long as they are needed.

"But we cannot get everything we need. Because of the lack of manpower in other countries, and the lack of ships, some foods are scarce. Milk and

NOTE: -

The enclosures listed below would normally be accompanied by a weekly letter from Mr. S.M. Keeny, Chief of the Italian Mission. For some reasons however, the regular letter (No. 69) was omitted from this package and included with another group of enclosures dispatched under separate cover.

T.D. Thomas
Postal Unit

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
Italian Mission

W-2

Ref. No. A/9/005
17/5/45

WASHINGTON POUCH

Confirmation copies of cables (1-20) - sent to Welk

21. To Div of Personnel ERO from personnel office re: Personnel Records-PT 14 May
22. To HQ AC from Keeny re: Request for Release of Major Hopkins-F&A; PT 15 "
23. To Hopkins from Keeny re: Employment with UNRRA ITALIAN MISSION -
1 copy to F&A; 1 copy to PT
24. To UNRRA Wash. for Weintraub (copy) from Keeny - Supply 12 "
25. To Bureau of F & A from Hodgetts re; Appointment of Marunich - PT 10 "
26. To Putz from Keeny - PT 16 "
27. To Deputy Director of Operations from Sorieri re: Retay - Assignment
to Czechoslovakia Mission - copies Menshikov, Hoehler, Weish, PT
28. To ERO London from Hodgetts re: Transfer of Dr. Layton's documents - 17 "
Lukas
29. Translation: Ministry of posts & telecommunications - copies to Feller, 14 "
Gill, Welk
30. To Bureau of F & A from Hodgetts re: Appointment of Marunich - PT 10 ""
31. To Bureau of F & A from Hodgetts re: Appointment of Silveira - PT 14 "
32. To Div. of Personnel and Training from Personnel Office re:
Applicant Albert Cotton - PT 12 "
33. To Feller from Keeny re: Assignment of Paolo Contini - 1 copy-Feller; 16 "
1 copy-PT
34. Weekly Bulletin 16 May 1945 - 2 copies : 1-PR; 1 duplicated and attached
35. To Robert Brown from A.A. Sorieri - Menshikov-1- Hoehler, Camp 1
36. Minutes of Fifth Meeting of Joint Committee on Saturday - 4 copies:
1- Supply; 1- Welk; 1- Health, Welfare; 1- PR.

Confirmation copies of cables (37-47) - to Welk

48. To Rolf Roth from S.M. Keeny re: Return to the U.S. - copy to Cooley
49. To Principal Representative of UNRRA AFHQ from Keeny re: Your communication of 11. May, concerning employment of Dissident Yugoslavs now in Italy. - copies to Welk, Xanthaky, Caustin, Feller, SDDG, Gill, Hoehler, Tomasevich
50. To Washington Finance & Administration Division from C.E. Hodgetts Director Finance & Administration Division re: Salary allotment Richard Brookbank - To Camps & Lukas

Confirmation Copies of cables (51-58) - sent to Welk

59. To Hodgetts from Keeny re: Philippeville Inventory - Copies to Xanthaky, 21 "
Camps, DP, Caustin, Feller, SDDG, Services, Welk
60. Dr. Rukies Report - copy to Sawyer 19 "

fats and meat are going to be especially scarce, and there are many hungry mouths in the North of Europe that must now be fed by the Allies. We shall not get everything the hungry children of Italy need, but we shall try to get their share of the world supply.

"Since the food that we can get is limited in variety, it is doubly important that wise use be made of it, and food is well used only if it is prepared so that one likes it. It is always difficult for the people of one country to realize that people in another country have food tastes of their own. How to translate these supplies from foreign lands into combinations Italian children like is one of the most important steps in our feeding program. I am very happy that a conference of this kind can be held at the very beginning of our national program, and hope that the results of it will reach every commune in Italy where children need to be fed."

The first session was attended and addressed by prominent Italian officials, among them, H. E. Giuseppe Solimena, Director General of Public Health, who delivered the address of welcome; H. E. Gino Bergami, High Food Commissioner, whose subject was "UNRRA Food in the Total Food Supply of Italy"; Professor Gino Frontali, Director of the Pediatrics Clinic at the Policlinic Hospital, Rome, discussing "UNRRA Foods in Children's Diets" and Dr. Edvige Fileti, Nutrition Consultant and Supervising Dietitian of Italian Hospitals, who described "The Role of the Public Health Nurse in the Postwar Food Program."

WAR DAMAGE IN ITALY

It is estimated that about one million Italians have been displaced by the war in Italy. The following percentages, prepared by Mrs. S. K. Sperer, statistician for the UNRRA Italian Mission, give a further picture of the devastation wrought by the war in Italy. For obvious reasons, these percentages apply only to the 38 provinces in so-called Liberated Italy:

	<u>Homes & Premises Dam- aged or Destroyed</u>	<u>Industrial Destruction</u>
<u>UMBRIA</u>		
Perugia	5% to 10%	25% to 50%
Terni	less than 5%	25% to 50%
<u>LAZIO</u>		
Frosinone	25% to 50%	25% to 50%
Littoria	25% to 50%	over 50%
Rieti	less than 5%	10% to 25%
Roma	5% to 10%	25% to 50%
Viterbo	10% to 25%	10% to 25%
<u>ABRUZZI</u>		
Aquila	10% to 25%	over 50%
Campobasso	5% to 10%	over 50%
Chieti	25% to 50%	over 50%
Pescara	10% to 25%	over 50%
Teramo	less than 5%	10% to 25%
<u>CAMPANIA</u>		
Avellino	less than 5%	10% to 25%
Benevento	5% to 10%	over 50%
Napoli	5% " 10%	over 50%
Salerno	5% " 10%	25% to 50%
<u>PUGLIA</u>		
Bari	less than 5%	less than 5%
Brindisi	less than 5%	less than 5%
Foggia	5% to 10%	10% to 25%
Taranto	less than 5%	5% " 10%
Lecce	less than 5%	less than 5%

	<u>Homes & Premises Dam- aged or Destroyed</u>	<u>Industrial Destru- tion</u>
<u>LUGANSA</u>		
Madera	less than 5%	less than 5%
Potenza	less than 5%	10% to 25%
<u>CALABRIA</u>		
Cotanzaro	less than 5%	25% to 50%
Cosenza	less than 5%	5% " 10%
Reggio Calabria	5% to 10%	10% " 25%
<u>SICILY</u>		
Agrigento	less than 5%	10% " 25%
Caltanissetta	less than 5%	less than 5%
Catania	5% to 10%	less than 5%
Enna	5% " 10%	25% to 50%
Messina	5% " 10%	25% " 50%
Palermo	10% " 25%	10% " 25%
Ragusa	less than 5%	less than 5%
Siracusa	less than 5%	10% to 25%
Trapani	10% to 25%	25% to 50%
<u>SARDINIA</u>		
Cagliari	10% to 25%	10% " 25%
Nuoro	less than 5%	less than 5%
Sassari	less than 5%	less than 5%

Supplies for Italy

The Supply Division reports that to date 28,000 tons of UNRRA supplies have been received in Italy and that 14,500 tons have been signalled for arrival in the very near future.

Medical Supplies

UNRRA has received 3,000 cases of medical supplies in Italy. These cases contain surgical instruments, drugs and medicines, hospital equipment, laboratory equipment, field equipment and supplies and X-Ray equipment.

Surplus Supplies from the Military

Discussions are under way about procedures to be used to enable UNRRA getting surplus supplies from the Military in Italy.

Distinguished Visitor

Governor Cochran, who has just returned from a quick trip to the United States, was a visitor at UNRRA headquarters in Rome this week. The Governor, who looks hale and hearty, brought good tidings about the Italian Mission both ways.

Incidentally, we understand from Governor Cochran that Buell Maben had been designated as Head of the UNRRA Mission in Greece.

Liaison Office

Dr. Maria Can-Pinna, Chief of the Research branch of the Vice High Commissioner for Food, has been designated as Head of the Liaison Office Between UNRRA and the Italian Government.

Dr. Maria Can-Pinna will have her office in Room 55, Tel: 471592

The Fair Sex in a Dither

Today is a red-letter-day among the girls of the UNRRA Italian staff. Material for summer dresses arrived and there was much excitement as the fair members made their selection from the lovely patterns. Orchids to Mr. Keeny for being father to the thought.

Personnel Movements - Arrivals

Margaret Arnstein
Fred Bellows
Rolf Roth from Philippeville
Mary Rubin from Cairo
Carla Corbyn " "
Baraban Bondurant from Lecce

Departures

Helen A. Wilson to Bari
Annable Adams to London
A. Visick to London
T. B. Layton to London
H. Horowitz to Bari
Gladys Le Gros to Bari
Margaret Arnstein to London
Lt. Col. S. Gass Roydon to London

Italy my
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Naples, Italy
18 January 1945

Mr. Michail Menshikov
Deputy Director General
Bureau of Areas
UNRRA, Washington

Dear Mr. Menshikov:

Transmitted herewith for your information is a copy of a letter to Sir William Matthews, Chief, Balkan Mission, outlining the activities of this office for the period December 1, 1944, to date.

Very truly yours,

Grant Tolley, Acting
Deputy Chief of Mission
Bureau of Requirements and Supply.

Attachment

Napoli Italy
17 January 1945

Sir William Matthews
Chief of Mission
UNRRA, Cairo

Dear Sir William:

Subject: Activities Report - Bureau of
Requirements and Supply, Naples
Office, December 1, 1944, to date

Set forth herein is a resume of the activities of this office during the period since Mr. Elkinton left for Washington:

- A. Requirements: Shortly after December 1 we forwarded to Washington a requirements program covering clothing and textile requirements for Yugoslavia for the period January-June 1945. This, together with the following, which were forwarded prior to December 1, was prepared partly by members of the Balkan Mission Requirements and Supply Staff and by members of the various Country Missions. They were calculated according to the bases recommended by the various technical sub-committees and/or ad hoc committees of the Council for Europe and covered the period January-June 1945. The programs for Greece and Yugoslavia serve as our comments to Washington on the requirements estimates submitted by the Greek and Yugoslav Governments to the London office last fall. Although no requirements estimates were submitted to London on behalf of Albania, it was thought advisable and necessary that we should prepare programs for this country similar to those set up for Greece and Yugoslavia.

Greece Agricultural Programs and Import Requirements
Greece Medical and Sanitation Supplies
Greece Footwear and Leather Requirements
Greece Clothing and Textiles
Greece Transportation Requirements
Greece Food Import Requirements
Yugoslavia Agricultural Programs and Import Requirements
Yugoslavia Footwear and Leather Requirements
Yugoslavia Medical and Sanitation Supplies
Yugoslavia Food Import Requirements
Yugoslavia Clothing and Textiles
Albania - Footwear and Leather
Albania Agricultural Programs and Import Requirements
Albania Food Import Requirements
Albania Clothing and Textiles

This represents the completion of this project insofar as we have been able to do so from information at hand or received from the Country Missions.

Upon receipt of Mr. Hendrickson's letter, brought by Hugh Jackson, and the subsequent request for Mr. Elkinton to proceed to Washington in connection with finalizing requirements programs there, it became apparent that certain other material would prove useful to Mr. Elkinton for discussions with the Washington office. Accordingly, a set of schedules were prepared and handed to Mr. Elkinton to take with him. The scope of these documents was also determined by the information at hand in this office. Copies of these were forwarded to your office on December 23. The programs outlined therein represent, in addition to a costing of our January-June programs referred to above, (1) a six-month program adjusted to fit the season of the year more nearly approximating that in which actual UNRRA operations can be expected to commence; (2) adjustments of this program in light of the statements in Mr. Hendrickson's letter with regard to probable budget limitations; and (3) suggested shipping programs for these requirements.

Sir William Matthews

17 Jan 45

Unfortunately, this work had to be done without accurate knowledge of the probable supply situation at the time when we can expect to be operating. However, they do give an indication of priorities based primarily upon financial limitations, while the suggested shipping programs give an indication of seasonal priorities and adjustments which we feel will be necessary if the intelligence information which we have at hand is approximately correct.

We have recently received from the Albanian Mission a complete set of requirements covering practically all commodities which were built up with budgetary limitations in view. Our analyses of these programs are nearing completion and they will be forwarded shortly to Washington with our comments and recommendations.

- B. Shipping and Supply: We prepared a tentative shipping program for Greece for May, June, and July and submitted it to G-4 and GO5 AFHQ. Copies of this program and the relevant cables and correspondence were forwarded on January 2, 1945, to your office. This program, of course, was of a highly tentative nature and merely given to the military for their planning purposes. Per instructions from Washington, in their cable, this program ignored budgetary limitations and was based upon the total tonnages by categories of Washington's revised requirements program as indicated in Mr. Hendrickson's letter with details determined by adaptation of requirements programs previously prepared by and for this office. The presence of Mr. Thrupp, Director of Industrial Rehabilitation, Balkan Mission, enabled us to include details of requirements for this category. Shortly after presentation of this program, it was suggested by MHQ (Balkans) that the Greece Mission Requirements and Supply personnel be called to Naples to carry on the cooperative planning with the military interrupted in Athens. Pending the arrival in Naples of these people and after discussions with the military indicating that May 1 will be the approximate date of commencement of UNRRA's responsibility for supplies, we proceeded with a preliminary determination of priorities according to possible limitations of shipping tonnages. This was based on the tentative shipping program for May as included in the material transmitted to AFHQ previously. This, of course, was prepared only for discussion purposes with Greece Mission Requirements personnel and the military and represents a preliminary approach to the problem of priorities. Responsibility for recommending priorities rests with the Greece Mission, whose final program and recommendations will be based upon the approved requirements promised from Washington. It appears now that this work can be carried on, as planned, in Athens. Therefore, Mr. Washburn, Shipping Officer for Greece, who has come over for consultation, will carry copies of the schedules to the Greece Mission for their use. A copy, for information, is being forwarded to you under separate cover.

During this period we were approached by G-5, AFHQ, regarding the problem of trans-shipment within Italy of relief supplies for the Balkan countries. They pointed out that it appeared necessary, because of lack of port facilities at least during the military period, to trans-ship some quantities of supplies for Yugoslavia and Albania in light ships. This, they pointed out, could best be accomplished by off-loading from large boats and warehousing somewhere in Italy and shipping as needed in smaller craft. The military thought that UNRRA might handle some of the tasks, principally warehousing, incident to this operation in order that we would be in a position to take over at the beginning of our supply responsibility. Washington, however, turned down the idea on the basis of the uncertainties regarding conditions when UNRRA would be responsible and pointed out that direct shipments to countries were planned in all cases

Sir William Matthews

17 Jan 45

and should trans-shipment be needed it would be handled incidental to direct shipments and on an individual shipment basis through the Mediterranean Liaison Office at AFHQ. In my opinion, however, it is practically certain that some sort of trans-shipment will be necessary for Albanian supplies as the ports for that country are not likely to be able to handle large tonnages at any time and, therefore, this part of the trans-shipment problem should not be overlooked in supply and shipping plans. We will forward copies of the exchange of cables on this matter to you and the country missions concerned.

There was an exchange of correspondence between this office, the Middle East Bureau of Requirements and Supply and the Country Missions regarding certain surplus stocks held by FEA in Teheran. The Greece Mission requested all the textiles and footwear involved and the Albanian Mission requested 125,000 Ascorbium tablets. We therefore recommended to the Middle East Bureau of Requirements and Supply that they undertake to obtain clearance from Washington for transfer of the textiles and footwear, and the Ascorbium tablets, and to arrange shipment to Middle East. We have also received a request from Washington to supply up to date information regarding the progress of the military relief supply program for the Balkans similar to a report entitled "Balkan Requirements Progress Report" obtained during October, setting forth the six-month CCAC approved requirements and stockpile availabilities. We have requested, through the Mediterranean Liaison office with AFHQ, that G-5 furnish us with up-to-date information similar to that prepared in October, plus additional information on call-forwards and arrivals in the countries. Preliminary conversations indicate this information should be obtained by the individual Country Missions. However, it is believed that we can obtain it this time from here. Inasmuch as Washington requests periodic revisions of this data, we will request the Country Missions to obtain future reports from the Country ML's on a monthly basis and submit direct to Washington. Copies of the correspondence relevant to this matter will be forwarded to you.

General: In line with decisions made at the recent London conferences regarding the strengthening of Country Mission staffs, we have received cabled instructions from Washington to transfer the bulk of our remaining staff to the Country Missions. This, as you know, has not been practicable until just recently and is now being accomplished as rapidly as possible. Concurrent with these transfers, we will inform the Missions that until further notice all requirements programs should be forwarded direct to Washington with a copy to us for information. Until some decision is reached regarding the method of handling shipping allocations we will only concern ourselves with those shipping and supply matters directly concerned with AFHQ.

Sincerely yours,

Grant Tolley, Acting
Deputy Chief of Mission
Bureau of Requirements & Supply

cc - Washington (2)
London
Greece Mission
Yugoslav Mission
Albanian Mission

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Italian Mission
(Enclosures received without Keeny Letter)

W - 8

Ref. NO. A/9/005
18. 6. 1945

WASHINGTON POUCH

- | | |
|--|---------|
| 1. To E.R.O. London from Hodgetts re: Interoffice debit memos. - Lukas | 14 June |
| 2. To Washington Headquarters Account Section form FI - 23 of Luigi Luzzatti - Lukas | 6 June |
| 3. To Washington Headquarters Account Section form FI-23 of Clyda A. Plunkett - Lukas | 24 May |
| 4. Weekly Report of Chief of Mission of UNRRA Office on Injuries and Illnesses of Class I and III Employees - 2 copies: 1 to PT, 1 to Health | 16 June |
| 5. Weekly Bulletin No. 6 - 5 copies: 1 - Welk; 1 - Supply; 1 - Health; 1 - Salisbury; 1 - Services (DP, Camps, Welk) | 13 June |
| Cables 6 through 24 - confirmation copies of cables sent to Welk | |
| 25. Envelope for Morse Salisbury from Morrell - Salisbury | 14 June |

41069

456150

13 June 1945

TO: DEPUTY DIRECTOR OF OPERATIONS
ATTN. MR. D. H. ADAIR
FROM: C. E. HODGETTS, DEPUTY CHIEF, ITALIAN MISSION
SUBJECT: Letter No. 72

1. Return of the Chief.

Mr. Keeny returned to Rome after his week's visit to the North of Italy, arriving at the Rome Mess at 0500 hours this morning. I am therefore again writing this week's Pouch letter as he will be a little late into the office today and already has a full calendar of appointments that have been stacking up during his absence.

2. Prime Minister Bonomi Resigns.

At 7 o'clock last night Prime Minister Ivanoe Bonomi handed in his resignation and that of his Cabinet. Once again, therefore, we are in the throes of a political crisis here in Italy. There has, of course, been considerable criticism of Bonomi's leadership from the Socialist and Christian Democrat Parties for some time past, and this criticism has to an extent been boosted by the recent liberation of Northern Italy. As the situation now stands, neither the Socialists nor the Catholics show any signs of withdrawing their candidates for the Premiership, and therefore Socialist leader Pietro Nenni and Christian Democrat leader Alcide de Gasperi are both making their bids for the job. There are rumours that a solution may be found in the "elder statesmen" gambit, and it is suggested that Vittorio Emmanuel Orlando, an octogenarian political figure of days gone by, may be asked to form a Government. Anything may happen in Italy, and therefore anyone's guess is as good as the next man's, but mine is that Bonomi will return to power with a re-shuffled Cabinet and then we shall look forward to the brewing up of another crisis in a month or so's time. In the meantime - fortunately for UNRRA - the Cabinet that has resigned is for the time being entrusted with the normal Administration of the country.

3. We repatriate 500 Greeks.

Almost without being aware that we were doing it, we today found ourselves actively engaged in the repatriation of 500 Greek refugees who have for some time past been cared for by the Military at Bari. Yesterday afternoon we were advised that accommodation had become available for these people on a ship bound for Greece that had just arrived at Naples, and our friends of the Army got busy. In no time at all a special train had been laid on and today it has brought the would-be voyagers to the ship. All would have been well, and probably UNRRA would never have figured in this adventure, had it not been for the fact that the ship in question was not a "lease-lend vessel" and therefore the War Shipping Administration demanded, as one of my American colleagues said yesterday, "money on the barrel" in payment for the 500 passages. The Army is, oddly enough, able to produce special trains like magic but could not produce 500 times 75 dollars for the fares, and so it was discovered that these refugees came within the terms of UNRRA Resolutions and, hey presto!, we were in the business of repatriating Greeks. The somewhat jaundiced view of this eleventh hour business held by myself and Vlad Ratsy was not, however, shared by Public Informationist Savard, who immediately saw in this a grand news story and straight away organised coverage of the embarkation by photographers who, I understand, will not only take "movies" but also "stills", whatever these may be.

4. Arrivals and Departures.

Since our last letter, Mr. Robert Kellerman and Mr. Ashton C. Cuckler have arrived from the United States to join the Unitarian Congregational Nutrition Team. Also from America have come Major Elizabeth Bramley, USPHS, Lieut. L. Luzzati, USPHS (both for the Health Division) and Mr. Frank Iussi (Displaced Persons Division). Finally, Mr. George J. Boyer has joined the UNRRA Italian Mission as an Assistant Finance Officer. He is an Englishman who was already in Italy working with the Allied Financial Agency and whom we recruited on the spot to fill a vacant line that urgently required an incumbent.

P.S. Ref. para. 3 above, I should have mentioned that the payment for the passages will be made in lire and not dollars, so our available Foreign Exchange will not be affected.

CHEODGETTS/emd

cc:

Washington

Cochran

Serieri for Varrichione

Keeny

Registry

310

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
Italian Mission

W - 7

(Received here)

Ref. No. A/9/005
14. 6. 1945

WASHINGTON POUCH

Papers enclosed

- | | |
|---|----------|
| 1. To Washington Headquarters Form:Fi-23 of Prince - Lukas | 14 May |
| 2. To Washington Headquarters Form:Fi-23 of Prince - Lukas | 6 June |
| 3. To Division of Personnel and Training Washington
Att. Cramer from Personnel Office re: Frank Bosquet
and Carolyn Echenback - Wadsworth | 13 June |
| 4. To Washington Division Finance & Administration
from: Hodgetts re: Transfer of Carolyn R. Echenback - Lukas | 12 June |
| 5. To Washington Division Finance & Administration from
Hodgetts re: U.S.P.H.S. Salary Allotment
Elisabeth M. Ogden - Lukas | 12 June |
| 6. To Washington Division Finance & Administration from:
Hodgetts re: Voluntary Agencies Salary Allotment
Dorothy Roeser - Lukas | 12 June |
| 7. Notes on the meeting of the sub-Committee of the joint
committee held in the UNRRA conference Room on
Friday (2 copies) - 1 F & A, Supply, Wells | 25 May |
| 8. To Bureau of Supply from Division of Finance and
Administration re: Food and P.K. Supplies for period
1 August 31 Oct. 1945 - Supply | 11 June |
| 9. To Gov. Robert Cochran from Paolo Contini re:
Employment by UNRRA of Palestinian Personnel from
British Army - Wells, DG, SDDG, Xanthaky,
Menshikov, Feller, Gill, PT | 9 June |
| 10. Legislative Decree of 14 April 1945 n. 147 - Feller | 14 April |
| 11. Telegram to Washington N. 428 - Wells | 12 June |
| 12. Telegram to Washington N. 427 - Wells | 12 June |
| 13. Telegram to Washington N. 426 - Wells | 11 June |
| 14. Telegram to Washington N. 424 - Wells | 11 June |
| 15. Telegram to London N. 218 - Wells | 11 June |
| 16. Telegram to London N. 219 - Wells | 12 June |
| 17. Telegram to Athens N. 28 - Wells | 11 June |
| 18. To Deputy Director of Operations Adair from Hodgetts
re: Letter No. 72 - Duplicate | |
| 19. Envelope for Morae Salisbury from William Wells Film Officer - Salisbury | |
| 20. Italian Mission Recruiting Schedule (2) - PT, Wells | 1 June |
| 21. To Bryan from Reekie re: Control of Communicable
Diseases by AP.H.A. - Health | 14 June |
| 22. To Mr. Menshikov from Mr. Keeny: Request to have Mrs.
Amelia Keeny join Mr. Keeny in Italy - PT | 14 June |
| 23. To Mr. Menshikov from Mr. Keeny: Request from Mr. Sorieri
to have Mrs. Adeline Sorieri join him in Italy - PT | 14 June |

455429

13 June 1945

Letter No. 72

Enclosure # 1. - List of enclosures

(Sent to E.R.O.)

- # 2. - List of cables and correspondence.
- # 3. - Letter to E.R.O. dated 11 June, from S.M. Keeny, re. Recruitment of staff for the Welfare Division, Italian Mission.
- # 4. - Letter to Dr. G. Stuart, Epidemic Control, Health Division, E.R.O, dated 11 June, from E.C. Benn, giving figures of typhus fever and smallpox patients in Italy for the month of May.
- # 5. - Copy of letter to Washington, dated 12 June, from C.E. Hodgetts, re. return of Carolyn R. Eckenback, Secretary, to the United States (2 copies)
- # 6. - Copy of letter to Washington, dated 13 June, from Personnel Office, Italian Mission, re. Frank Bosquet and Carolyn Eckenback.

Enclosure # 2.

LIST OF CABLES AND CORRESPONDENCE

Incoming Cables - # 133, 134, 136, 137, 138

Incoming Correspondence - Unable to list as yet

Outgoing Cables (confirmation copies attached)

To London	:	215 - 221
To Washington	:	424 - 426
To Athens		28
To Paris		1

DETERMINATION REGARDING
ABILITY TO PAY

ITALY, No. 1
12 December 1944

Subject: Determination of Italy's ability to pay in suitable means of foreign exchange for supplies and services provided by UNRRA in accordance with Resolutions 57, 58 and 60 of the Second Session of the Council.

1. Consultation with Committee: Pursuant to Resolutions 57, 58 and 60 of the Second Session of the Council, the Director General has consulted with a committee established under Resolution 23 with respect to the ability of Italy to pay in suitable means of foreign exchange for such expenses of the Administration as cannot be met in Italian currency and fall to be met in foreign exchange.

2. Determination: Having received and considered the recommendation by the Committee, and having taken into account the present foreign exchange assets of the Italian Government and its estimated sources of foreign exchange, the Director General has determined that

- (i) the Administration shall provide for relief supplies and services in Italy within the limits imposed by the Council, without establishing any claim on the Italian Government for foreign exchange;
- (ii) the foregoing determination will be subject to review within six months of the inception of the UNRRA program in Italy in the light of an examination of the situation then prevailing;
- (iii) although the determination of the Director General is open to re-examination, any further determination made as a result of re-examination shall in no event impose upon the Government a liability for services which have been rendered within six months of the date of the inception of the Administration's program in Italy or for supplies which have been delivered within the aforementioned time limit.

Issued: 12 March 1945

Herbert H. Lehman

DETERMINATION REGARDING
ABILITY TO PAY

ITALY, No. 1
12 December 1944

Subject: Determination of Italy's ability to pay in suitable means of foreign exchange for supplies and services provided by UNRRA in accordance with Resolutions 57, 58 and 60 of the Second Session of the Council.

1. Consultation with Committee: Pursuant to Resolutions 57, 58 and 60 of the Second Session of the Council, the Director General has consulted with a committee established under Resolution 23 with respect to the ability of Italy to pay in suitable means of foreign exchange for such expenses of the Administration as cannot be met in Italian currency and fall to be met in foreign exchange.

2. Determination: Having received and considered the recommendation by the Committee, and having taken into account the present foreign exchange assets of the Italian Government and its estimated sources of foreign exchange, the Director General has determined that

- (i) the Administration shall provide for relief supplies and services in Italy within the limits imposed by the Council, without establishing any claim on the Italian Government for foreign exchange;
- (ii) the foregoing determination will be subject to review within six months of the inception of the UNRRA program in Italy in the light of an examination of the situation then prevailing;
- (iii) although the determination of the Director General is open to re-examination, any further determination made as a result of re-examination shall in no event impose upon the Government a liability for services which have been rendered within six months of the date of the inception of the Administration's program in Italy or for supplies which have been delivered within the aforementioned time limit.

Issued: 12 March 1945

Herbert H. Lehman

UNRRA ITALIAN MISSION

Weekly Bulletin

Issued by
Office of Public Information
UNRRA ITALIAN MISSION

Vol. 1 No. 2

16 May 1945

NUTRITION CONFERENCE FOR PUBLIC HEALTH NURSES

A nutrition conference is being held in Rome for Italian Public Health nurses at the Opera Nazionale Maternita e Infanzia headquarters in Lungotevere. Responding to the initiative taken by UNRRA's Welfare Division in cooperation with the Italian authorities, about sixty nurses from Naples and the five most devastated provinces are attending the conference. Italian Public Health authorities have stressed the importance of the event, the first of its kind in Italy.

The purpose of the conference is to inaugurate a national program of nutrition education to reach ultimately the housewife receiving UNRRA foods at the various points of ONMI distribution. Simple recipes are being demonstrated for the proper use of UNRRA foods with the purpose of making them familiar to the average Italian.

Mr. S. M. Keeny, Chief of the UNRRA Italian Mission, outlined the function of UNRRA in Italy and the scope of the conference with the following remarks delivered in Italian at the opening session:

"War does not end when the firing stops. The destruction of war affects the lives of people and especially of children for years afterward. The ignoring of this obvious fact caused infinite suffering at the end of World War I. Hungry people must be fed. But this is not enough. Credit must be found to buy raw materials if people are to have work and normal life is to be restored.

"To help avoid some of the mistakes at the end of World War I, UNRRA was created.

"Its program in Italy, as you perhaps know, is limited to the provision of medical supplies, care of refugees, and especially care of children. It is significant that two thirds of all the money is to be spent on the children.

"The UNRRA program in Italy is more than food; it is a symbol that some good will exists in the world. The \$50,000,000 assigned to Italy was voted unanimously by the forty-four nations that are members of UNRRA. Moreover, this program represents a real partnership with Italy. The Italian Government is really a part, in that it supports the program by an amount equal to the cost of the imported supplies. These lire from the Italian Government do not pay for the imported supplies; they pay for the expenses in Italy of the programs made possible by the supplies. These lire will also be used to strengthen local agencies, so that when UNRRA leaves, as it will, in a year or two at most, the Italian agencies can go forward by themselves.

"The program under discussion today is your program. Whether it is a good or a bad one, will depend on how well you, or people like you, do the job. People like myself, who are here as foreigners are very well aware how awkward our attempts to help must seem to you. But some things we foreigners can do. We can get the supplies to Italy, and we can sometimes aid in making things happen with the military. Most of all, we can send through our Headquarters to the United Nations, reports of the good work you do. By doing this, we hope that supplies can be kept coming as long as they are needed.

"But we cannot get everything we need. Because of the lack of manpower in other countries, and the lack of ships, some foods are scarce. Milk and

NOTE: -

The enclosures listed below would normally be accompanied by a weekly letter from Mr. S.M. Keeny, Chief of the Italian Mission. For some reasons, however, the regular letter (No. 69) was omitted from this package and included with another group of enclosures dispatched under separate cover.

T.D. Thomas
Postal Unit

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION
Italian Mission

W-2

Ref. No. A/9/005
17/5/45

WASHINGTON POUCH

Confirmation copies of cables (1-20) - sent to Welk

21. To Div of Personnel ERO from personnel office re: Personnel Records-PT 14 May
22. To HQ AC from Keeny re: Request for Release of Major Hopkins-F&A; PT 15 "
23. To Hopkins from Keeny re: Employment with UNRRA ITALIAN MISSION -
1 copy to F&A; 1 copy to PT
24. To UNRRA Wash. for Weintraub (copy) from Keeny - Supply 12 "
25. To Bureau of F & A from Hodgetts re; Appointment of Marunich - PT 10 "
26. To Putz from Keeny - PT 16 "
27. To Deputy Director of Operations from Sorieri re: Retay - Assignment
to Czechoslovakia Mission - copies Menshikov, Hoehler, Weish, PT
28. To ERO London from Hodgetts re: Transfer of Dr. Layton's documents - 17 "
Lukas
29. Translation: Ministry of posts & telecommunications - copies to Feller, 14 "
Gilly, Welk
30. To Bureau of F & A from Hodgetts re: Appointment of Marunich - PT 10 ""
31. To Bureau of F & A from Hodgetts re: Appointment of Silveira - PT 14 "
32. To Div. of Personnel and Training from Personnel Office re:
Applicant Albert Cotton - PT 12 "
33. To Feller from Keeny re: Assignment of Paolo Contini - 1 copy-Feller; 16 "
1 copy-PT
34. Weekly Bulletin 16 May 1945 - 2 copies : 1-PR; 1 duplicated and attached
35. To Robert Brown from A.A. Sorieri - Menshikov-1- Hoehler, Camp 1
36. Minutes of Fifth Meeting of Joint Committee on Saturday - 4 copies:
1- Supply; 1- Welk; 1- Health, Welfare; 1- PR.

Confirmation copies of cables (37-47) - to Welk

48. To Rolf Roth from S.M. Keeny re: Return to the U.S. - copy to Cooley
49. To Principal Representative of UNRRA AFHQ from Keeny re: Your communication of 11. May, concerning employment of Dissident Yugoslavs now in Italy. - copies to Welk, Xanthaky, Caustin, Feller, SDDG, Gill, Hoehler, Tomasevich
50. To Washington Finance & Administration Division from C.E. Hodgetts Director Finance & Administration Division re: Salary allotment Richard Brookbank - To Camps & Lukas

Confirmation Copies of cables (51-58) - sent to Welk

59. To Hodgetts from Keeny re: Philippeville Inventory - Copies to Xanthaky, 21 "
Camps, DP, Caustin, Feller, SDDG, Services, Welk
60. Dr. Rukies Report - copy to Sawyer 19 "

fats and meat are going to be especially scarce, and there are many hungry mouths in the North of Europe that must now be fed by the Allies. We shall not get everything the hungry children of Italy need, but we shall try to get their share of the world supply.

"Since the food that we can get is limited in variety, it is doubly important that wise use be made of it, and food is well used only if it is prepared so that one likes it. It is always difficult for the people of one country to realize that people in another country have food tastes of their own. How to translate these supplies from foreign lands into combinations Italian children like is one of the most important steps in our feeding program. I am very happy that a conference of this kind can be held at the very beginning of our national program, and hope that the results of it will reach every comune in Italy where children need to be fed."

The first session was attended and addressed by prominent Italian officials, among them, H. E. Giuseppe Solimena, Director General of Public Health, who delivered the address of welcome; H. E. Gino Bergami, High Food Commissioner, whose subject was "UNRRA Food in the Total Food Supply of Italy"; Professor Gino Frontali, Director of the Pediatrics Clinic at the Policlinic Hospital, Rome, discussing "UNRRA Foods in Children's Diets" and Dr. Edvige Fileti, Nutrition Consultant and Supervising Dietitian of Italian Hospitals, who described "The Role of the Public Health Nurse in the Postwar Food Program."

WAR DAMAGE IN ITALY

It is estimated that about one million Italians have been displaced by the war in Italy. The following percentages, prepared by Mrs. S. K. Sperer, statistician for the UNRRA Italian Mission, give a further picture of the devastation wrought by the war in Italy. For obvious reasons, these percentages apply only to the 38 provinces in so-called Liberated Italy:

	<u>Homes & Premises Dam- aged or Destroyed</u>	<u>Industrial Destruction</u>
<u>UMBRIA</u>		
Perugia	5% to 10%	25% to 50%
Terni	less than 5%	25% to 50%
<u>LAZIO</u>		
Frosinone	25% to 50%	25% to 50%
Littoria	25% to 50%	over 50%
Rieti	less than 5%	10% to 25%
Roma	5% to 10%	25% to 50%
Viterbo	10% to 25%	10% to 25%
<u>ABRUZZI</u>		
Aquila	10% to 25%	over 50%
Campobasso	5% to 10%	over 50%
Chieti	25% to 50%	over 50%
Pescara	10% to 25%	over 50%
Teramo	less than 5%	10% to 25%
<u>CAMPANIA</u>		
Avellino	less than 5%	10% to 25%
Benevento	5% to 10%	over 50%
Napoli	5% " 10%	over 50%
Salerno	5% " 10%	25% to 50%
<u>PUGLIA</u>		
Bari	less than 5%	less than 5%
Brindisi	less than 5%	less than 5%
Foggia	5% to 10%	10% to 25%
Taranto	less than 5%	5% " 10%
Lecce	less than 5%	less than 5%

	<u>Homes & Premises Dam- aged or Destroyed</u>	<u>Industrial Destru- tion</u>
<u>LUGANSA</u>		
Madera	less than 5%	less than 5%
Potenza	less than 5%	10% to 25%
<u>CALABRIA</u>		
Cotanzaro	less than 5%	25% to 50%
Cosenza	less than 5%	5% " 10%
Reggio Calabria	5% to 10%	10% " 25%
<u>SICILY</u>		
Agrigento	less than 5%	10% " 25%
Caltanissetta	less than 5%	less than 5%
Catania	5% to 10%	less than 5%
Enna	5% " 10%	25% to 50%
Messina	5% " 10%	25% " 50%
Palermo	10% " 25%	10% " 25%
Ragusa	less than 5%	less than 5%
Siracusa	less than 5%	10% to 25%
Trapani	10% to 25%	25% to 50%
<u>SARDINIA</u>		
Cagliari	10% to 25%	10% " 25%
Nuoro	less than 5%	less than 5%
Sassari	less than 5%	less than 5%

Supplies for Italy

The Supply Division reports that to date 28,000 tons of UNRRA supplies have been received in Italy and that 14,500 tons have been signalled for arrival in the very near future.

Medical Supplies

UNRRA has received 3,000 cases of medical supplies in Italy. These cases contain surgical instruments, drugs and medicines, hospital equipment, laboratory equipment, field equipment and supplies and X-Ray equipment.

Surplus Supplies from the Military

Discussions are under way about procedures to be used to enable UNRRA getting surplus supplies from the Military in Italy.

Distinguished Visitor

Governor Cochran, who has just returned from a quick trip to the United States, was a visitor at UNRRA headquarters in Rome this week. The Governor, who looks hale and hearty, brought good tidings about the Italian Mission both ways.

Incidentally, we understand from Governor Cochran that Buell Maben had been designated as Head of the UNRRA Mission in Greece.

Liaison Office

Dr. Maria Can-Pinna, Chief of the Research branch of the Vice High Commissioner for Food, has been designated as Head of the Liaison Office Between UNRRA and the Italian Government.

Dr. Maria Can-Pinna will have her office in Room 55, Tel: 471592

The Fair Sex in a Dither

Today is a red-letter-day among the girls of the UNRRA Italian staff. Material for summer dresses arrived and there was much excitement as the fair members made their selection from the lovely patterns. Orchids to Mr. Keeny for being father to the thought.

Personnel Movements - Arrivals

Margaret Arnstein
Fred Bellows
Rolf Roth from Philippeville
Mary Rubin from Cairo
Carla Corbyn " "
Baraban Bondurant from Lecce

Departures

Helen A. Wilson to Bari
Annable Adams to London
A. Visick to London
T. B. Layton to London
H. Horowitz to Bari
Gladys Le Gros to Bari
Margaret Arnstein to London
Lt. Col. S. Gass Roydon to London

September 18, 1944

TO: M. Menshikov (Attention: S.M. Keeny)

FROM: A. Sorieri

SUBJECT: Major Webb's Report

Attached is a copy of the report prepared by Major Webb after his visit to the Yugoslav camps. I thought you might be interested in it.

A. Sorieri

REPORT ON VISIT TO SOUTHERN ITALY

The visit to Yugoslav refugee camps in Southern Italy had to be extremely hurried because I discovered the Yugoslav Mission of U.N.R.R.A. Balkan Mission was in course of moving in to the Bari area. I therefore had to spend extra time in Bari at the expense of a more detailed study of the camps. However certain points emerged which may be of interest in connection with camps. First the old story of transport again rears its ugly head. There is a general shortage and what they have is on its last legs. The situation again emphasizes the necessity for U.N.R.R.A. to have its own transport and sufficient spares to replace vehicles temporarily off the road. Secondly the staffs allotted to the camps are cut to a bare minimum and are insufficient for really efficient supervision, particularly do they require more, and fully qualified welfare specialists.

To give instances: I found a child about five years of age who, I was informed, was a bad case of malnutrition and constantly ran a temperature. This child was in a room with three others, two of whom had measles. Does this not amount almost to a sentence of death? Secondly I was informed, but did not confirm, that a child in S. Cesarea, the orphan camp, had been brought to hospital where it died of malnutrition, one month after arrival in the camp. This can only mean that grave lack of supervision exists and it seems certain that no individual examination of the children is possible under present conditions.

The "regimental" type of soldier is unsuitable for refugee camp work and I consider that much more attention must be paid to staff welfare when U.N.R.R.A. operates in similar conditions. Not only are many of the staff worked out, but they become nervy and what is worse, are inclined to turn against their charges and blame them for everything.

The question of not paying Yugoslavs for their work in camps is unsatisfactory; many of them have said that they want money and it appears that the refugee mentality is creeping into a considerable extent; the people are only kept on their toes by pep-talks from the political commissars and the effect of these talks wears off after about three days and apathy prevails until the next pep-talk. Furthermore, it is essential that good sound propaganda is put over by the Allies as soon as possible to inform the people when they are likely to get home and why that day may take some time. They were all convinced that the war would be over very soon, possibly in a matter of weeks, and they were equally convinced that they would be in their own homes by Christmas. Unless something is done about this soon. I foresee serious trouble ahead, and U.N.R.R.A. will be holding the baby!

I had some conversation with the Jewish leader in Di Bagni and his main points were first, are any steps being taken to enable Jewish people to obtain possession of their assets at present frozen abroad, or will some financial assistance be forthcoming from U.N.R.R.A. or some similar body, in the form of loans against these assets and secondly they would appreciate any guidance as to the advisability of their returning to their countries of origin after the war: they were not much in favour of taking up Italian citizenship, a possibility which has been placed before them already.

DISTRIBUTION

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11 October 1944

TO: A. Sorieri

FROM: R. L. Cochran

This is to acknowledge receipt of copy of your report to Mr. Menshikov of October 2.* Because of the operation in Italy, currently being decided in Washington between UNRRA and CCS, with comments to be made by AFHQ, I talked to Lt.-Col. Goldsmith regarding your comments. As a result of this conference the following observations are made.

1. An UNRRA officer of good administrative ability should be attached to MG (ACC Fwd.) Group at its general Headquarters, to coordinate and prepare takeover of suitable activities as armies move forward. Thereby UNRRA may be made ready to move into areas and work, especially if large communities in North are liberated suddenly.

2. With reference to warehousing, shipping and transportation, to which you refer, this emphasizes the establishment of a central personnel by UNRRA at AFHQ, in line with recommendation in attached copy of cable. This would apply especially with regard to Italy, so long as AFHQ is located in Italy.**

3. Your comments in regard to refugee work have been noted, and the suggestion is made that inasmuch as refugee work is essentially a national job, regionalism with regard to it should not be emphasized.

4. With regard to transport, it is believed that this is a question which should be solved in Washington, as a matter of policy between CCS and UNRRA. This question affects not only the Italian operation but also the operation in the Balkans. In other words, should UNRRA furnish any transport directly, or depend upon the military to furnish all needed transport? Cairo has already raised this question with Washington.

5. With respect to personnel, to be assigned, it is noted that you urge that specific arrangements be made for assuring that military privileges, such as APO, the use of PX, billeting, etc., be granted. This in my opinion is a question to be settled by AFHQ in this theatre. While I have not taken the matter up with them in respect to UNRRA employees in Italy, I would judge that there would be no difficulty in having these privileges granted here, the same as are currently being issued for Balkan Mission personnel.

Distribution

Areas

Displaced Persons Div.

Personnel Division

DDG (B. F. & A)

Bureau of Supply

Adm. Services Div

CML

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* Sorieri's letter No. 13

** This refers to No. 28 Caserta to Washington (Despatch Office, Bureau of Areas)

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

17 October 1944

TO: M.A. Menshikov

FROM: R. L. Cochran

For your information I am enclosing
herewith copy of a memorandum regarding
takeover of the southern Italian camps
by UNRRA.

S/R. L. Cochran

ALLIED FORCE HEADQUARTERS
G-5 Section
APO 512

WDE/jjjr

G-5: 383.7-24

15 October 1944

SUBJECT: Camps for Displaced Persons in Italy -
handing over to UNRRA.

TO : Mr. R. L. Cochran
UNRRA Representative at A.F.H.Q.

1. At the meeting of the Political Committee held on Wed. 11 Oct 1944 the Supreme Allied Commander directed that the undermentioned establishments for Displaced Persons in Italy should be:

- (a) renamed "Accommodation Centres"
- (b) eventually taken over by UNRRA.

2. Establishments concerned are:

S. Maria di Bagni
S. Maria di Leuca
S. Cesarea
Gallipoli
Hospital at St. Maria di Leuca
Hospital at Maglie (Lecce)

3. The Supreme Allied Commander further directed that these accommodation centres be regarded as equally available for Displaced Persons of all kinds.

4. Arrangements to effect the hand over will be the subject of further discussion.

For the Asst. Chief of Staff, G-5:

S/ W. Driffield-White Major
W. DRIFFIELD-WHITE
Major.

Copy to:- Allied Control Commission

DISTRIBUTION:

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General Counsel
Areas
Secretariat

Displaced Persons Div.
DDG (F&A)
Treasurer
Bureau of Supply

C.R.L.
Health Div.
Welfare Div.

3

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

19 October 1944

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

PERSONAL AND CONFIDENTIAL

Dear Governor Lehman:

From my contacts here with the supply people in G-5, AFHQ, as well as from my attendance at a meeting of the Political Committee headed by the Supreme Allied Commander this theater, held day before yesterday. I am impressed with the extreme tightness of the shipping program. It appears that there is a very serious doubt whether the present shipping program of November and December can be carried out for this theater, even without any additions requested by UNRRA for the program contemplated in Italy.

In fact I believe the above may be an understatement, and that it would be more accurate to say that the present estimate of shipping for Italy will be cut for November and that the program for the Balkans will likewise not be met for either November or December.

Those here who are familiar with this situation would hope that a less optimistic note be sounded in any news releases either on the part of UNRRA or by those outside of UNRRA whose statements carry much weight because of the positions which they hold.

In line with this, I would suggest that releases in the future emphasize the fact that there is to be a military period during which the military is to assume responsibility; rather than leaving the impression, which exists pretty generally now, that UNRRA is ready and able to go right ahead and take that responsibility at the present time.

Particularly because of the shipping situation above referred to, and for other reasons as well, there is bound to be disappointment and resulting criticism because of the insufficiency of supplies to fill needs. In this I do not believe UNRRA should receive an amount of criticism disproportionate with its responsibility and authority.

The above is respectfully submitted as my own judgment; however, I feel that there are others, familiar with the situation, who would share this judgment.

At the request of General Spofford I expect to leave shortly for southern France on a mission in connection with the Displaced Persons program. You will see this referred to in the first paragraph of the

attached record of the meeting of the Advisory Committee appointed by the Supreme Allied Commander to treat with refugee problems. I have been in contact with Fred Hochler and told him I thought that he and I should have a meeting in connection with the program at an early date. He replied that he would plan to be here some time next week.

I have had some personal contacts this week with Matthews, Miller and others from the Balkan Mission who are here temporarily. There appears to be some question at the moment as to what representatives of the Balkan Mission may be stationed in this area. In this connection I have urged that there be sufficient personnel in key positions from the top down near AFHQ to assist in the reaching of important decisions which will have to be made from time to time.

For your personal information I would like to mention and emphasize motor transport needs, as per the following telegram:

"LEHMAN FROM UNRRA No. 33 Caserta.

1. Not optimistic about obtaining necessary transport for proposed operation in Italy.
2. Believe realistic view forces conclusion that for successful operation Italy UNRRA should plan provide largely if not entirely for its own motor transport. This should include few additional for camps southern Italy.
3. To some degree believe this also true of Balkan operation.
4. Cable CCS to AFHQ re operation Italy being studied."

In connection with the above, I am afraid we will be "kidding ourselves" if we depend entirely on the military for motor transport, either in operations in Italy or in the Balkans. Frankly I do not believe the military can give an answer now that would necessarily be good a few weeks or a few months from now. So much will depend on developments which cannot now be foreseen. An officer from this headquarters just returned from a meeting with A.C.C. in Rome in connection with the contemplated program in Italy (as per cable received from CCS.) He said that motor transport, gasoline and repairs were one of the principal items emphasized at the meeting.

With personal regards, I am

Sincerely yours,

s/ R.L. Cochran

R. L. Cochran

Principal Representative of UNRRA
for Liaison, Mediterranean Theater

Attachment: Minutes, Advisory Committee
on Refugees, 29 Sept. 1944.

ALLIED FORCE HEADQUARTERS
G-5 Section
APO 512

CONFIDENTIAL

G-5: 334-88

10 October 1944

MINUTES OF MEETING OF ADVISORY
COMMITTEE ON REFUGEES AND DISPLACED PERSONS, MTO
29 September 1944

1. Those present were:-

Mr. Mason Dobson	-American Red Cross.
Mr. Kimberland	-American Friends Service Committ-
	ee
Mr. L. Greenleigh	-American Joint Distribution Committee
J. M. Perkman	-American Joint Distribution Committee
Major A. Knight	-British Red Cross.
Mr. Gibson	-Friends Ambulance Unit.
Sir Clifford Heathcote-Smith :	Inter-Governmental
Mr. N. Wiggins :	Committee on Refugees,
Mr. D. Hartley, :	
Governor R. L. Cochran - U.N.R.R.A. - AFHQ.	
Mr. G. Nadzo	U.N.R.R.A. observers
Mr. B. Ratay	in Italy
Mr. A. Sorieri	
Mr. L. Ackerman - War Refugee Board,	
Colonel C. B. Findlay	Displaced Persons and Repatria-
Captain Hartman	tion Sub-Commission, AGC
Major ... Bennett - G-2 (CI) AFHQ	
Major W. H. Witt - G-2 (CI) AFHQ	
Lt. Col. D. S. Jackling - G-5; AFHQ	
Major S. A. Goldsmith - G-5, AFHQ	

2. Governor Cochran, Vice-Chairman of the Committee, presided. He reported General Spofford's keen regret at being unable to be present at this meeting. He also reported some observations that General Spofford had made in regard to conditions he found in France, and that he thought that the time was now appropriate, or would be very soon, for a small representation of one or more of the Committee to visit France in order to obtain better understanding of the Displaced Persons problem in that area.

ACTION TAKEN:

1. Correction agreed in Memorandum on Proceedings of Meeting held at A.F.H., 2 September 1944.

a. In 6 (a) suggested that figure 6000 Maltese was incorrect. Secretariat to check.

b. In 7 (c) corrections - that statement be attributed to Mr. Wiggins rather than Mr. Kimberland - and that statement indicate that American Friends Service Committee works on behalf of all groups, Jewish and non-Jewish.

c. Concerning 7 (d) - Mr. Ackerman is to submit a revised statement on War Refugee Board.

d. In other respects to the Memorandum was approved.

2. The report of the Sub-Committee on Repatriation was presented paper by Lt. Col. D. S. Jackling. The Committee was in agreement with report with exceptions noted below. (See Discussion).

(a) In connection with "Registration" of Displaced Persons in Assembly Centers and for Processing Centers, the Secretariat was instructed to ascertain from SHAEF whether or not the Registration system of the International Red Cross had been integrated with the SHAEF Registration Forms and system as well as with the Registration system of the Records Bureau of ACC(DP & R Sub-Commission) and the proposed Records Bureau of Balkan Operations.

(b) The following recommendations were approved:-

(i) That liaison be established at once with Supreme Headquarters Allied Expeditionary Force in connection with the problem of repatriation of displaced persons throughout Europe, and that civilian agencies represented in the Theater make similar contact with their own agencies and report accordingly. The object will be to make sure that all plans made in the Mediterranean Theater of Operations are so far as possible, coordinated with the plans already made or about to be made for the European Theater.

(ii) That particular attention be paid to the problem of transportation and movement and that the Movement and Transportation Section of Allied Force Headquarters in particular be invited to study the problem with representatives of G-5 Section. In the event of a European Inland Transportation Commission being set up, it is recommended that there should be representation thereon competent to present the problems of transportation of displaced persons within this Theater.

(iii) That existing machinery of propaganda be utilized to give as much publicity as possible to the necessity for obeying "stand still" orders within this Theater.

(iv) That the definition of responsibilities of the various parties involved in Paragraph IV hereof and the outlined methods of achieving the object summarized in paragraph V hereof be adopted as a basis for standard operating procedure within the Theater.

(v) That personnel of UNRRA AND AGENCIES CO-OPERATING WITH UNRRA be infiltrated into the military organization at the earliest possible stage.

(vi) That camps already set up within the Mediterranean Theater of Operations, e.g. Philippeville and Fedhala be not disbanded until it is clear that all future use for them is over.

3. It was agreed that a small Sub-committee be appointed to work in close co-ordination with the Financial Adviser at G-5, AFHQ, and with such other persons as may prove advisable, in order to present to the S.C. appropriate recommendations for action with regard to the conversion of funds held by Displaced Persons.

4. It was agreed that consideration of the possibility and advisability of the various Relief and Service Organizations, represented by members of the Committee, using the technical and central shipping and supply services being established by UNRRA, - be postponed until the next regular meeting of the Advisory Committee.

5. It was agreed that, in principle, priorities in repatriation for various types of Displaced Persons, might be established, provided the Government(s) involved agree or desire such priority selection of Displaced Persons; provided that Military Commanders involved consent; and provided further that such application of priorities does not excessively slow up the flow of movement of Displaced Persons.

6. It was agreed that IHC(Balkans) be invited to designate a representative to become a member of the Advisory Committee; it was also agreed that the chairman be empowered at an appropriate time to extend a similar invitation to such organizations as might eventually be set up for other areas within the Theater.

7. The fourth Wednesday of the month, now appearing to be unsuitable, it was agreed that meetings of the Advisory Committee be held, beginning at 11.15 a.m. on the fourth Friday of the month, with the understanding that the chairman will call special meetings as required. Accordingly, the next regular meeting will be held on Friday, 27 of October 1944.

DISCUSSION.

The Meeting was principally concerned with problems of repatriation and transfer of displaced and stateless persons. On behalf of the Sub-Committee on Repatriation, Lt. Col. Jackling presented a paper summarizing discussions of that Committee.

It was agreed that the unofficial draft of the paper which had been presented to those present at the meeting, would in the light of suggestions made, be re-written, and thereafter, distributed in its proper security classification to members of the Advisory Committee. Record is herewith made of changes suggested in the unofficial draft:-

(1) With respect to definitions - Displaced Persons (a) Care for civilian nationals of United or Enemy nations OR CITIZENS who are to be repatriated.

(2) (c) The stateless IN LAW OR IN FACT for whom a place of temporary or permanent residence needs to be found.

(3) It was agreed that in designating Italian displaced persons this should be EXCLUSIVE OF FORMER ITALIAN SOLDIERS.

(4) With respect to responsibility of A.F.H.Q. it was agreed that such responsibility in operational zones should follow closely responsibility defined for SHAEF.

(5) With respect to the responsibility of the International Red Cross a revised version of the paper should take into consideration the provisions of the Tokyo Agreement which it was stated IRC considers binding upon it.

(6) Agreed that with respect to (foreign) voluntary societies statement indicating requirement that they "should work in collaboration with UNRRA wherever the latter is at work in the area concerned" - be omitted as necessary.

(7) The title of Processing Centers be amplified and clarified through use of a sub title, such as REPATRIATION AND CONTROL CENTER.

(8) With respect to registration of Displaced Persons in various types of Processing Centers it was agreed that the SHAEF system of registration, although apparently complicated, be adopted in the interest of standardisation and uniformity; that the Secretariat enquire through SHAEF whether the SHAEF system of registration had been fully co-ordinated with the International Red Cross system and systems established in Records Bureau of ACC's Sub-Commission of Displaced Persons and Repatriation and with the Records Bureau of ACC's Sub-Commission of Displaced Persons and Repatriation and with the Records Bureau of the Balkan Mission.

(9) With respect to coordination of Transportation and Movement it should be made clear that this referred not only to the problems within the MTO, and to Inter-Theater movement in Europe but also outside Europe.

In general discussion indicated the necessity for establishing the closest possible co-ordination with SHAEF; flexibility in operation, and hence the desirability for determination of classification of persons as Prisoners of War or Displaced Persons or internees in accordance with decisions made from time to time by the SAC; and the desirability for intensive and precise planning for reception and distribution of Displaced Persons in the various countries in MTO, and more particularly in Italy, Yugoslavia, Albania and Greece.

II

It was indicated that with respect to the conversion of funds held by refugees, a satisfactory procedure had not yet been established by the Combined C.A. Committee and the Combined Chiefs of Staff. Experience of refugees ex-Italy to Palestine, and ex-Italy to U.S.A. had been most difficult. The problem of these refugees will be magnified many times among the very large number of persons of the various countries involved in this theatre with whose repatriation the S.C. may soon be concerned. Co-ordination has to be established between any work that might be done in this direction by those concerned with the MTO and those who may be concerned with agreements being made among Governments, to deal with the general problems involved in controlling amounts and kinds of currencies which refugees and Displaced Persons may bring into the various countries. It was further indicated that in all probability there should be organized a Committee of the various Financial Advisors to work with the Sub-Committee of this Advisory Committee. In due course recommendations might be made to C.C.A.C. and C.C.S. by S.C.MED, with sufficient force to bring about the establishment of an effective and just procedure.

III

It was suggested that the various voluntary relief and service organizations other than UNRRA, that are members of the Committee might find it appropriate and helpful to utilize the supply services now established and to be established by UNRRA. Implicit was not any recommendation of control by UNRRA over kinds or quantities of supplies or methods or places of shipment. On the other hand there was implicit the suggestion that there might be a saving of personnel, time and money if organizations with much smaller needs than UNRRA's could consolidate such needs through UNRRA's facilities.

Since this was an entirely new subject, it was agreed that no action be taken at this meeting, but that it be placed on the agenda of the next regular meeting, thus providing time for representatives of the various organizations to give the matter consideration.

IV

The establishment of priorities in repatriation of Displaced Persons who may possess certain skills or who may for various reasons be asked for by Governments, was discussed. The Yugoslav authorities have already indicated that they required certain personnel from Middle East Refugee Camps, such as shipwrights, men fit for military duty, and women who have some training for nursing. It is possible, if not probable, that Governments will generally desire to receive back as rapidly as possible such persons as would be particularly helpful in agriculture, in building reconstruction and generally speaking profession and scientific personnel. The resolution agreed on is indicated under Action Taken and represents the thinking of the Committee at this time. Presumably any attempt at establishing priorities in repatriation would require the co-ordination and agreement of all the factors involved, namely the Military Commanders, Governments, and the general speed and flow of planned migration. What would also be required normally would be rather high grade organization in Processing Centers that would produce a reasonable amount of knowledge concerning the people who were being served.

The Meeting which had begun at 11.15 and had re-assembled at 2.30, adjourned at 3.40.

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s/ S. A. Goldsmith
S. A. GOLDSMITH
Lt. Colonel, A.U.S.,
Secretary.

Miss Davis

1026

6

21 November 1944

To: M. M. Menshikov
From: S. M. Keeny
William G. Welk
Subject: Notes on certain aspects of the Supply problem ^{1/}

The following suggestions are the result of numerous conversations with supply officers and warehouse men handling civilian supplies in Italy. Most of the points will be obvious to experienced supply officers; they are restated here primarily because the failure to observe them has caused repeated difficulties in the field.

I. Planning the Supply Program.

1. Requisition supplies in time. Under wartime conditions it is important to make allowances for every possible delay. Supply officers at A.F.H.Q. told us that an allowance of a minimum of 90 days from the time the requisition is placed must be made to get goods into Mediterranean ports, after all approvals for the program have been cleared. They recommend an allowance of 120 days for the first shipments.
2. Take seasons sharply into account in planning the supply program. There is always the danger that, in the absence of specific instructions, supplies will be shipped on the basis of 1/12th of the year's supply each month. It is obvious that all winter clothing is needed at the beginning of winter; yet one of the hardest things to arrange is to get winter clothes in properly balanced inventories into the field before the beginning of the winter season. If finished clothing is shipped, it should arrive at the ports at least 30 days before the winter season begins; if (as should ordinarily be the fact) it is shipped in the form of cloth, it should arrive 30 and preferably 60 days earlier.
3. Work closely with transport officers long in advance of shipment. This is especially true if transport of supplies involves the use of a variety of means of transportation, such as schooner, rail and truck.

^{1/} Based mainly on notes and comments originally assembled by S. M. Keeny; revised and edited by W. G. Welk.

4. To make necessary adjustments in procurement, maintain close liaison with requirements officers at least six months in advance of shipment. A much longer time may be necessary if goods have to be fabricated in a tight market.
5. If imported supplies are to be used in combination with indigenous ones, work in close collaboration with the officer in charge of local purchasing, especially if the indigenous supplies are highly seasonal and perishable.
6. If supplies are to be used for people in transit, such as displaced persons, make careful advance estimates of the number of such persons and of the points to which the supplies must be delivered.
7. Be absolutely certain in advance of the necessary procedures for transfer from the military to the civilian period. If the military is to supply certain items be sure that a copy of the actual military authorization and not merely a letter from UNRRA saying that a transfer has been arranged is available.

II. Unloading and Warehousing

1. Assign a first class supply man early to each territory and have him arrive on the spot well in advance of the beginning of operations. It must be remembered that the field supply officer will most probably have to work in a port that has been heavily damaged. Even if the port has been put in working order, the military may take away the crucial installations when they leave. The supply officer will thus need to find out what equipment he can count on and what he will have to replace. Several months of preparations are not too much to arrange for the necessary leases and other contracts, the shifting of stores that may have to be moved to other warehouses, the making of warehouses thief and rat proof and the repairing of railway spurs, loading, platforms, conveyors, etc.
2. Arrange to hold all possible useful military equipment even in countries which have plenty of man-power. During the critical first period dock laborers are likely to be weak from starvation and slow in handling supplies. It is therefore wise to plan on the use of all possible labor saving devices, such as cranes, cradles, belt conveyors, gravity conveyors, small power trucks, etc.
3. Be prepared to operate on a 24-hour basis without electricity. Include lanterns and flares for night work and the use of gasoline power in planning necessary equipment.

4. Arrange for a double control on "dated" supplies which must be used or returned within a certain period. It is well to have especially valuable items cross-controlled by a person not regularly related to the warehouse and who is familiar with the commodity. This is especially true of biologicals for the medical department. It may even be necessary to have such items kept not in the usual warehouse, but under the personal control of a competent medical officer.
5. Ship flour first until the mills are ready for work, then ship only wheat. Have flour shipped under conditions that will keep it dry and do not store too long. If wheat is shipped, jute bags must be available at the unloading point except in the rare instances where belt or suction conveyors are available for transfer to silos. The reports on such conveyors are favorable but the bagging of wheat in the hold at the port of unloading has also been very successful when the work was well organized.
6. Stock supplies in the warehouse so that the first goods in can be the first out. If this is not done, perishable goods in the back of the warehouse are likely to spoil. One solution is to have Out doors of the warehouse on the opposite side from the In doors.
7. In considering mixed goods, be very careful to separate the commodities that will cause others to absorb odors. Flour and butter are the most frequently spoiled; kerosene and fish are most commonly the villains.
8. Dock workers are likely to be half-starved and consequently tempted to steal what they handle, especially food. It pays to issue to each man enough food for himself and his family. This can be charged as part of his wages. The same thing applies to clothing. If workers are well fed and clothed and their families looked after, the percentage of thefts will decrease greatly and one will have to deal only with a few sporadic cases.
9. Buyers have been found to be able to protect their own property much better than the property of the military or of A.C.C. The A.C.C. recommends therefore, that goods be sold at ship-side if possible in order that checking from there on be transferred to the purchaser.
10. Unloading gangs will do better work if they are permitted to work by their own system. This may lead to the payment by gangs instead of individuals. In general, piece work or a bonus system gets results when speed is necessary.

11. There is always a danger that unloading gangs will deliberately drop bags and boxes in order to break them and get the contents to eat. Fines may be necessary to prevent this. It is better for morale however, to give a bonus to the gangs with the smallest percentage of breakages.
12. It may be necessary to guard the contents of bags that are tied or even sewn shut by sealing them. Otherwise, they may be opened and a few pounds taken from each in such a way that the result will not be noticeable.
13. Maintain a repair squad for the boxes and bags that get broken. For the needs of such a squad a few sewing machines with the necessary equipment are invaluable.
14. Use ship's dunnage and packing cases to the greatest advantage; do not allow them to be used for fuel. Sometimes this material is extremely valuable in camps especially in the Middle East.
15. If a shipment of food is doubtful because of spoilage, get medical advice as to whether it is fit for human food. If it is not, arrange to have it utilized for other purposes. If certain types of food have too high a spoilage rate, report at once. If food has been spoilt because of conditions on ship, have immediate inventory taken and financial appraisal made at once with the appropriate shipping officers.
16. Keep a perpetual inventory of all supplies and check it by physical inventories. The physical inventories should be frequent and made in the presence of someone outside the warehouse. There should be frequent unannounced check-ups on items especially subject to leakage in the black market and especially of narcotics.
17. The UNRRA warehouse man can learn a great deal by visiting good warehouses in the field. Guard against accidents among work crews. Be especially careful when they must work on a footing that is wet from water, snow, ice or slippery from oil. Ruptures are frequent as a result of falls on docks.
18. Arrange to fill district warehouses well in advance of wet seasons, especially before expected thaws.
19. Have prompt and frequent audits to uncover errors and thefts in time for something to be done about them. Make frequent inspections of flour and other items subject to spoilage. Flour should be watched especially to see that it doesn't cake, get weavils and become rancid, especially if it is extraction flour. In handling particularly difficult items such as potatoes on ships in warm climates, get expert advice and follow it closely.

A few degrees in temperature make the difference between small losses and high ones. Be especially careful in handling shipments of meat and fish which in some forms are especially subject to spoilage.

20. Take appropriate steps to reduce losses in transit from ship-side to warehouse. In Italy the most important measure taken to reduce such losses was provision of adequate police protection. Immediately after liberation a high percentage of losses occurred between the port areas and the receiving warehouses. In some cases complete truckloads were stolen and sold in the black market. Stringent police measures and escort provided for each vehicle gradually brought the situation under control and losses are reported to have been reduced from 18 percent in December 1943 to 0.4 percent in June 1944.

III. Packaging.

1. If possible, arrange to have goods packaged in sizes that one man can lift - preferably not more than one hundred pounds. This makes handling easier, especially where the men workers are not strong or where women are used, makes distribution easier and lessens the risk of theft from having large parcels of items such as clothing open in the warehouse.
2. If goods arrive packaged wrongly for the handling they are bound to receive, report at once to Washington with specific recommendations.
3. Have standards for refining flour and for bagging bread and pasta clearly established and regularly checked. This can be one of the most serious sources of loss.
4. Jute bags are very scarce and it is extremely difficult to keep up the supply at the port. One of the most successful methods is to have the customer supply the bags, which assures that he will take care of them.
5. One difficulty arising with packaging in the Italian experience was said to be with flour sacks, the quality of which was sometimes poor. A.C.C. technicians suggested that flour sacks should be put into protective paper bags. This would protect the flour from rain during unloading and provide protection against general wear and tear.
6. When canned meat is shipped for distribution to the ultimate consumer in small rations, it should not be sent in large cans. Generally speaking, canned goods on a low ration scale should be packed in small quantities.

IV. Miscellaneous.

1. If food is good but unacceptable because of food habits in a particular community, arrange to transfer it to another community where it will be acceptable. In Sicily, for example, canned milk was not acceptable whereas in Naples it was greatly needed.
2. Don't let out-sizes of shoes, clothing etc. accumulate. Use them if you can, in your own territory or trade them with another territory if possible; if neither is possible, advise the shippers to cut down on certain sizes.
3. Keep your home officers informed of developments in your situation. They cannot help you unless they know the help you need.

(6)

UNITED NATIONS RELIEF AND REHABILITATION
ADMINISTRATION

Italian Mission

SECRET

16 December 1944
No. 7

TO: Transportation Subcommittee, AC, Shipments, Ports and Warehousing Division

FROM: S. M. Keeny

SUBJECT: Request for Tonnage Allocation for Italian Ports, April 1945
Your reference: AG/25/90/To/E

The estimated tonnage acceptances of UNRRA into Italian Mainland Ports during April 1945 are as follows:

Commodity	West Coast Naples Area	West Coast Leghorn & North	Genoa	West Coast Heel Ports	East Coast Ancona & North	Venice	Grand Total
Food	6,000	4,400	---	4,400	4,400	---	22,000
Clothing, tex- tiles & shoes	500			500			1,000
Medical & Sanitation Supplies	500	100	---	300	300	---	1,000
Misc. Supplies, Equipment, Trans- port, etc.	500		---	500		---	1,000
	10,100	4,500	---	5,700	4,700	---	25,000

These estimated tonnages are based on LAC(?) 824 to CCS from AFHQ dated 17 November 1944 and General Speofford's memorandum "Supply Requirements for UNRRA Italian Relief Operations" to AC, Ref. U-1.

It is expected that by April the conditions laid down in AFHQ MAT A36 will have been met and the UNRRA operation will be on schedule. No tonnages have been requested for Genoa and Venice, on the assumption that these may still be forward areas in which UNRRA will not be operating.

16 December 1944

However, if, as we hope, this will not be the case, some of the Leghorn and Ancona tonnages may be diverted to these ports.

UNRRA is taking over the southern Italian camps of AC as of 1 January, with full supply responsibility as of 1 April. These camps are best served by the East Coast heel ports. The bulk of UNRRA's operation during April 1945 will probably still be in the Rome-Naples area, which requires that about 40% of our total tonnage be accepted in the Naples Area. A good part of the tonnage may be sent to Civitevecchia as conditions require.

(Submitted in Duplicate)

ABRACKMAN/rw

CC: Washington
 London
 Cochran
 Keeny
 Hackman
 Registry

Secret and Confidential

2
May 30, 1944

Mr. Mikhail Menshikov,
Deputy Director General,
Bureau of Areas, UNRRA,
Dupont Circle Building,
Washington, D. C.

Dear Mr. Menshikov:

Attached hereto you will find a report on the trip which I recently made to Italy to study the operations of the Allied Control Commission and to learn from officers on the staff of that organization as much as possible that might be useful to us in planning to meet similar problems in the Balkans. The report is regrettably long, because I have not had the time to produce a short one. It covers many topics which may not seem to you to be directly related to UNRRA's work, but a discussion of them may be useful to you at headquarters.

I feel that the trip was productive of many valuable lessons which can serve UNRRA well. If the Allied Control Commission, and before it the Allied Military Government, have failed to live up to the expectations held out for them in certain quarters, I believe that among the reasons for that failure are the following:

- (1) Promises to the Italian people, sometimes by Allied political leaders, which were not fulfilled or could not be fulfilled.
- (2) A shortage of transportation.
- (3) The unexpected strength of the German resistance, which materially aggravated the military supply problem and jeopardized the civilian supply program.
- (4) A lack of consumer goods to induce the Italian farmer to disgorge his hoarded grain.
- (5) An incorrect forecast of local resources and the consequent miscalculation of the percentage of the population which would have to be fed.
- (6) Insufficient advance stockpiling.
- (7) A very broad and vicious black market, stemming from the shortage of food, which has not been brought under control.
- (8) Lack of manpower, and too frequent shifts of personnel.
- (9) Failure to win the cooperation and moral support of the people.

You will find these points documented and enlarged upon in the attached report. I feel that they should be treated as guideposts to certain recommendations which I would urge upon your office in planning for operations in future areas:

- (1) I cannot stress too strongly the paramount need for adequate transport; if supplies cannot be moved to the places where they are needed, they may as well not be shipped, and we should count on finding no suitable transport in a liberated area.
- (2) Supplies must be controlled as closely as possible from shipside to consumer.
- (3) Sufficient personnel who are qualified by experience for their positions will be a sine qua non; better too soon with too many than too late with too few.

These are glittering generalities, but they should not be forgotten. The Allied Control Commission has learned the first principles they represent at the cost of bitter experience. Its progress today in restoring order to liberated Italy and in rebuilding an Italian government which will serve the people is heartening, and conditions described herein are fortunately for the most part a thing of the past. UNRRA, however, cannot attribute any failure on its part to a lack of lessons taught by previous operations of the same kind.

Much of the material in this report was made available to me in confidence, and the whole should certainly be treated with the care usually given to secret military information. I cannot speak too highly of the friendly cooperation of the officers of the Allied Control Commission, and I found them one and all sympathetic toward and extremely interested in UNRRA. I feel that a cordial understanding has developed between us, from which we shall benefit in the future.

Sincerely yours,

s/ Leo Gerstenzang,
Deputy Chief of Mission.

c/o American Legation

Cairo, Egypt.
May 26, 1944.

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

FROM: Mr. Leo Gerstenzang, Deputy Chief of Balkan Mission.

SUBJECT: Report on Operations of Allied Control Commission and
AMGOT in Italy.

Having for some time felt that discussions with various officials of the Allied Control Commission in Italy would be of great benefit in the planning of UNRRA's work in the Balkans, I left Cairo for Italy on May 2, accompanied by Mr. J. T. Patterson, my assistant in the Bureau of Distribution and Transport. Our trip was made with the approval and encouragement of Mr. Matthews and Mr. Archer, who felt that many of the problems which have been encountered in Italy will be repeated in the Balkans.

The details of our itinerary are set forth in Appendix A of this report, together with a list of various people with whom we talked, so it will suffice here to say that we spent approximately a week in Naples and four days in Bari, before returning to Cairo on May 15.

Upon arrival in Naples, I called at once on Brigadier Lush of the Allied Control Commission, to whom I carried a letter of introduction from one of the officers of the Allied Military Liaison HQ (Greece) here. I told Lush that we had come to Italy to learn as much as possible in a short time about their problems, the mistakes they might have made, and the evolution of their organization from the time when AMGOT entered Sicily last July until the present. Lush was most friendly and helpful, and told us he would see that we had access to any information which they had, and that he would present us to several of the officers serving on the ACC staff in Naples, with whom we could discuss in detail the work of ACC.

A call on Lt. Col. Charles Poletti, Commissioner of Region 3, the same afternoon, was equally productive of assurance of co-operation and assistance, and he detailed Captain Morris Neufeld of his office to show us whatever we wanted to see and to introduce us to various officers serving in the Region 3 organization. This region includes the city and province of Naples, and the provinces of Benevento, Avellino, and Salerno, with a total population of about 3,500,000, all of which is under Poletti's jurisdiction, except that the province of Salerno is now a part of the so-called "King's Italy", and is handled in a slightly different manner from the rest of the region.

II. The history of AMG and ACC.

Before launching into the details of the problems in which we were interested, I felt it desirable to learn as much as possible of the background of the work now being done by the Allied Military Government (AMG), where it still functions in Italy, and that of the Allied Control Commission (ACC), which since February has succeeded AMG in the majority of the provinces of liberated Italy. AMG, or AMGOT, began its operations with the invasion of Sicily in July 1943 where its officers went in almost at once with the invading armies and established a joint Anglo-American military government all over the island as fast as it was liberated. AMG continued to function in the same manner when Southern Italy was invaded in September, and remained as the overall governing authority until February 1944, at which time the Allied Control Commission was created to take over many of its responsibilities. Sicily (Region 1), Sardinia (Region 6), and Region 2 and 7 including the toe and the heel of the Italian peninsula, as well as Salerno province of Region 3, have become parts of King's Italy, under the direct jurisdiction of the Italian Government, as supervised and controlled by ACC. Region 3, except for Salerno Province, differs little from the others, but remains at the moment under closer supervision by ACC than the others. AMG as such now operates only in the so-called "forward areas", behind the 5th and 8th Armies. As Italy is liberated by the Allies, new regions will be established in which AMG will operate at first, to be succeeded presumably by ACC after an initial period.

ACC is almost entirely composed of military personnel, British and American. Its jurisdiction is very broad, as will be seen from a study of its various sections and sub-commissions. Many of these are obviously of no direct interest to UNRRA, but I felt that we should study closely the work of the Food, Agriculture, and Displaced Persons Sub-Commissions.

III. Organization of ACC.

ACC is headed by a Chief Commissioner, Lt. Gen. Mason MacFarlane of the British Army, with an American deputy, Captain Ellery Stone, USN. Under them are five sections, of which the most important is the Regional Control and Military Government Section headed by an Executive Commissioner, Brigadier Lush, and including the various Regional Commissioners, of whom Colonel Polotti as the head of Region 3 has perhaps the most difficult task because of the city of Naples. The other four sections appear on the ACC organization chart on the same level as the section headed by Lush, but were intended to channel through that section.

The regional and provincial organization of ACC varies somewhat according to the size of the area involved and the degree of control now being maintained by ACC. In other words, the duties of the regional and provincial officers, such as the supply officer, differ in proportion to the strength and efficiency of the local

government and the urgency of the local food and transport situation. In the different provinces (portions of regions) the principal ACC officer may be the supply officer, the political officer, or someone else, with a more or less complete miniature governmental structure of Allied officers serving under him.

In an area such as Sicily, now removed from the active zone of military operations, and suffering no longer from the difficulty of lack of adequate port space for both military and civilian supplies, and where the local government has now had some months to develop into a reasonably efficient mechanism, the degree of control exercised by ACC and the staff required are naturally considerably less than in the peninsula proper.

ACC has probably never had enough personnel to meet all its responsibilities promptly and thoroughly. In sheer numbers, its staff would appear adequate to the casual observer, but it has suffered from the frequent withdrawal of experienced men for other operations, and from mistakes made originally by AMG in the selection and placement of some of its officers. Since February, however, ACC has gradually reshuffled its men and built up an organization at its headquarters which represents a substantial improvement over its staff at the beginning. A visitor cannot assess fairly in a few days the progress which time has wrought, but it is apparent now that the great majority of ACC's officers are adapting themselves to their jobs and getting on with their work. What ACC lacks perhaps more than anything else is a conviction among its rank and file that the job means anything, working as they do against a backdrop of non-cooperation on the part of the Italian population and inefficiency on the part of the Italian government from top to bottom.

IV. The flow of Supplies to Italy:

Estimated requirements for civilian supply in Italy were, of course, planned by AMG well in advance of the invasion of Sicily. It soon became apparent that the estimates in some respects were wide of the mark, and that the tonnage which would be required to feed the Italian population would be far in excess of the amount allotted. Promises made to the Italians by Allied political leaders to induce the collapse and surrender of Italy placed AMG in an awkward position when the time came to fulfill them and the necessary supplies were not available.

Original estimates of the percentage of the population to be fed on a rationing system were too low, had to be increased once and in practice further increased. It was erroneously believed that certain areas to be liberated would be self-sufficient at least in the all-important category of grain. Preliminary plans almost immediately were proven incorrect, and the results have been disastrous ever since. The disorganization of the local

governmental machinery, the existence of a black market of very large proportions, the failure to curb hoarding, and the difficulties of transport have been only a few of the many factors which have militated against the success of the entire operation, from its inception under AMG in Sicily to its present status under ACC. In some areas of the peninsula 93% of the population are now dependent in part on Allied supplies of food, and must fill out their diet with black market purchases of other foods. The average percentage of those being partially fed by imported food is about 87%. Planning for the Balkans should be predicated on the assumption that little, if anything, will be found there in terms of food supplies.

It will be seen, therefore, that the initial underestimate of requirements immediately created a critical situation, which was seriously aggravated by the exigencies of the military position. The shipping and port facility demands of the Allied Armies have obviously at all times had first priority, and the congestion resulting in the port of Naples, the main port for all of South Italy, has made the task of civilian supply an almost superhuman one. The problem in Sicily and Sardinia is no longer complicated by port difficulties, but the same is not yet true of the peninsula, and will remain a major obstacle until a much larger area has been liberated by the armies and further ports made available. The capture of Rome, without any port to feed it, will only add to the difficulty of the situation.

Against this background, it is essential to examine and understand the actual flow of supplies from the point of procurement to the ultimate consumer. First let us consider the procedure by which supplies reach the various ports of Italy now being used, which include Naples, Castellamare, Torre, Annunziata and Reggio on the west coast and Bari, Brindisi, Crotone and Taranto on the east.

All food imports are the responsibility of the Food Sub-Commission, headed by Colonel W. J. Legg (British), which is now feeding approximately 15,000,000 people in liberated Italy. Regional supply officers submit requirements estimates to Legg who screens them and plans overall requirements for a six-month period. They then come before the CCAC for approval. After tonnages have been agreed upon, the Food Sub-Commission bids for shipping space about two months ahead of the time when the supplies are wanted, these bids being submitted for each ten-day period of each month. About a week before the arrival of a convoy a Diversion Committee, on which sit representatives of the various military departments and the Food Sub-Commission, meets to decide where the ships in the convoy shall be unloaded.

In other words, each interested party bids for port space in the most suitable ports for his supplies, and arrangements are made so far as possible to satisfy all concerned. The Food Sub-Commission naturally must be content sometimes with an arrangement which is far from ideal, because more vital military supplies receive first consideration.

Advance information as to quantities and types of civilian supplies enroute is available to the Food Sub-Commission from the Military Government Section of AFHQ at Algiers when the Diversion Committee meets to determine what ports shall be used for what ships. Sometimes civilian supplies arrive in small lots on various ships, mixed with other cargo; sometimes a ship arrives loaded only with civilian supplies.

V. The Method of Distribution from Port to Consumer:

The responsibility for the unloading of ships at the Port of Naples is assumed by Peninsular Base Section of the American Army. At other ports the arrangements differ, and in some cases the Food Sub-Commission has to do the job itself through its regional and provincial supply officers. Since we were able to study the actual distribution system only in Naples, however, it will perhaps be best to attempt to give a picture of the entire operation at that point. We saw the ships unloading at the docks from where FBS trucks operated sometimes by enlisted personnel and sometimes by Italian civilian drivers, haul the goods to the three ACC warehouses in the City of Naples where the Food Sub-Commission's responsibility for the custody and distribution of the goods begins. It should be pointed out however that the interest of the Sub-Commission begins before that point, or should do so. Serious losses between ship and warehouse, which occurred from the beginning of operations and which continue on a lesser scale today, have obviously affected the overall food picture and contributed heavily to the flourishing black market. These losses are admitted by all concerned and excused on the grounds of lack of proper guards and incomplete checking of loads at shipside. The urgency of unloading ships in the shortest possible time in a badly damaged and congested port made some losses almost impossible to avoid in the early days. There is still congestion and still a need for speed, but conditions have materially improved. Colonel Legg estimated that losses between port and warehouse do not now exceed 1% of tonnages handled; his figure may be on the optimistic side. It is certain, however, that more careful guarding and checking has resulted in a marked improvement. Losses of military supplies are probably higher.

Major Rorimer (American) acts as the Port Liaison Officer for the Food Sub-Commission, and his principal responsibility is the preparation for Peninsular Base Section of a daily "SOP" (Standard operating Procedure), which lists the quantities and types of civil-

ian supplies to be hauled to the warehouses from shipside during the ensuing twenty four hours. Each ship's location at the port is indicated by number of berth, and the desired destination of each type of goods is set forth by numbered warehouse. Rorimer is in continuous touch with conditions at the port, with the expected arrivals of ships containing civilian supplies (aided by his advance information from MGS, AFHQ, Algiers), and with the wishes of the Warehouse, Officer of Colonel Legg's staff, Captain Klein (American).

Labor for unloading ships is largely civilian, under the direction of American Army Quartermaster troops. The port operates on a 23-hour schedule, two shifts of $11\frac{1}{2}$ hours each, with one hour off for a meal furnished by the army to the workers, for which a charge of 7 lire is made. The meal has been found to be a necessary inducement as well as a stimulant to greater productivity. The men are organized into gangs of 21 men and a foreman, with one gang per hatch occupied as follows: 7 men in the hatch, 3 on deck, 11 loading trucks. Some ships are unloaded by civilian contractors, under the supervision of the Port Battalion (Quartermaster troops), while others are unloaded by the Port Battalion itself with a large proportion of civilian labor. A gang averages about 8 tons per hour, and in a 24-hour period the average tonnage unloaded per ship is from 750 to 1000 tons.

Trucks travel a distance of about two miles to reach the warehouses, and usually leave the enclosed dock area singly, at which point each truck is supposed to be checked as to whether or not it is full, and the information noted, but not always with care, on a ticket in triplicate in different colors, two copies of which the driver carries with him to the warehouse, while one remains at the checking point for transmission to PBS. The load has been counted exactly at no point until it reaches the warehouse, a factor which renders pilferage materially easier, particularly in the occasional case where the truck leaves the protected dock area without a full load. At the warehouse, the load is counted and entered on the receiving records, while the driver surrenders one of his two copies of the load ticket and returns to the docks with the other, which serves as his permit to reenter for another load.

Many instances are known to PBS and ACC of loads being rifled or entirely stolen between dock and warehouse, although conditions are no longer so bad as at first. The remedy is obvious; more and reliable guards. Military Police have almost never been available, however, and the Italian carabinieri and Finance Guards are not always reliable and often unavailable in sufficient numbers to protect each truck. Pilferage by our own enlisted personnel has been perhaps as serious as that organized by Italians. The extreme spread between

legal and black market prices for such a commodity as flour offers a great temptation. It is relatively simple, especially at night, for Italians to jump on a truck when it is forced to stop in traffic, and quickly make off with a few bags of flour or a few cases of rations. The rewards are great, the enforcement lax.

ACC's three warehouses have been refurbished and organized from what must have been ruin and chaos in the early days after the liberation of Naples. Each is in charge of a warehouse officer, over whom as operating chief of all three is Captain Klein previously mentioned. We inspected two of the three and found them well arranged. Supplies were stacked in orderly fashion, and as well protected from the elements as possible. Some supplies had to be stacked in the open, but canned goods in cases are not harmed by such treatment. Inventories in one warehouse were just being completed in a systematic manner for the first time, while in the other they were in process. Tally cards were posted on each stack showing the stock position of the stack wherever the inventory had been completed. Suitable space had been left between stacks to expedite movement of supplies.

A very interesting and useful conversation with Captain Vincent (British) at the largest of the three warehouses, which serves as warehouse headquarters, gave us considerable information about the warehouse accounting system which he had just finished establishing in an orderly manner. Improvised forms in use during the early months of ACC's operations are now being superseded by printed forms prepared under Vincent's direction.

Checkers count each load on a simple slip of paper containing numbers from one to one hundred fifty in small squares, which they check off as each case is stacked. Each load is entered by truck number on a form entitled "Daily List of Commodities Received at Warehouse No.--", which also contains the following information: ship or pier, time of despatch from dock, time of receipt, commodity, number of sacks or cases, and net weight of each (See Appendix F for this and other forms). These are correlated daily onto another form entitled "Register of Receiving Reports for ACC Warehouse No.-- for (date)" where the same information appears by commodities. Other forms provide a cross check by listing the commodities as loaded off each ship and as received at the warehouse. Each warehouse officer then prepares a daily warehouse receiving report for submission to the central accounting office, which contains the following information: where received from, commodities, number of bags or boxes, unit weight, total weight in pounds and kilos, and remarks on shortages or damaged goods.

The central accounts office has just put into use

three types of ledger cards, called Imports Ledger, Stores Ledger, and Consignees Ledger. The first provides a means of keeping a record of each commodity on hand and quantities at all times by listing each shipment received, the second is in effect a running warehouse inventory by commodity with separate columns for each receipt and issue, and the consignees ledger indicates each issue, the number of the transfer note, with other columns for adjustments and the cumulative total of the particular quantity on hand after each issue. Thus each of these cards provides a check on the other and with the rest of the system of issues which will be described, form an effective and complete control of stocks, provided physical inventorying is accomplished sufficiently often. The warehouse section plans to inventory everything at least once a month, and from now on should be able to do so.

In describing the distribution system from the warehouse to the consumer, it will be difficult to avoid confusion in the mind of the reader if I do not separately describe the system in Naples and that in the rest of Region 3, since they are not at all alike except in the fact that the goods are turned over by ACC to the Italian authorities at the warehouse, whether in Naples or in the so-called "bonded" warehouses in the province.

Naples City is the only commune (town or city unit) which draws its foodstuffs direct from the ACC central warehouses, at least in principle, since the establishment of the bonded warehouses in the country area, although some nearby towns appear to be still coming into Naples for their supplies. Each month Region 3 receives an allocation from the Food Sub-Commission for the city on the basis of the established ration and the outstanding number of ration cards. Region 3 in turn deals with an Italian governmental organization known as SEPRAL (Sezione Provinciale dell'Alimentazione), which under Fascism was in charge of all rationing and food distribution and still is, although some of its key officials have been replaced. Region 3 issues allotment notes to SEPRAL, against payment in one week, which in turn allots parts of the entire allotment by ten-day periods to the wholesalers in flour, or whatever the commodity involved may be, against cash payment. The warehouse receives both the Region 3 allotment note and the smaller SEPRAL allotments, the former from SEPRAL the latter from the individual wholesalers when they come to the warehouse to take delivery of the supplies. The warehouse sets up an Allotment Control Card, one for each allotment note, on which are entered each delivery and the number of each transfer note. If the wholesaler, who provides his own transportation for the supplies does not use up his allotment within the ten-day period, the balance is cancelled, and he must seek a new allotment from SEPRAL. (See attached chart for distribution system from warehouse to consumer)

When a delivery is made to a wholesaler, a Transfer Note is prepared by the warehouse accounts section indicating to whom the delivery was made and against what allotment note, as well as containing other essential information such as date, type and quantity of commodity, etc. This is really another name for an invoice.

There are now about twelve regularly operating flour wholesalers in Naples, who distribute the supplies they receive from the warehouses of ACC to the more than 200 bakers, who in turn serve not only their own customers but some 600-800 other retailers of bread. The baker may not choose his wholesaler except to the extent of changing within the same general area at specified periods of time. The baker is entitled to receive from the wholesaler a quantity of flour each day equal to the amount represented by the number of rationed customers he serves multiplied by the established individual ration.

The same general system is in effect for other commodities except that the ration for everything except bread is on a monthly basis, so that the problem of distribution is much less in scope.

In the provinces of Naples, Avellino and Benevento, Region 3 has set up very recently or is still in the process of setting up what are called "bonded warehouses". These are small warehouses designed to decentralize the distribution system, a policy growing out of the burden formerly placed on the warehouse facilities in Naples and on the Transportation system to the interior, a factor we shall do well to remember. Region 3 ships from the central warehouses, or from the flour mills, to these warehouses, which are operated by an Italian organization dating from Fascism and known as the "Consortio Agrarium". Shipments from the Naples warehouses may be by truck, for Region 3 only recently has obtained 80 trucks of its own and 50 more on loan, or by rail from the warehouse siding. When the goods reach the bonded warehouse they come under the jurisdiction of the "consortio", which in turn delivers to the communes or wholesalers against allotment notes issued by the provincial supply officers to them. Under Fascism the consortio performed this same function, as well as being the all-powerful quasi-governmental organization for the collection of crops, the "amassi", which it managed for the agricultural department of the Italian Government. It has always been the enemy of all the small farmers because of its monopolistic and well-financed position in the agricultural economy, but it has been found by ACC to be the best available instrumentality for the distribution of food in the rural and small city areas.

Losses in transit between warehouse and bonded warehouse

have also been common, despite the use of Finance Guards (Guardia Financia), and losses in Naples between wholesaler and consumer have been very great, as will be pointed out under the discussion of the rationing system.

The Food Sub-Commission now has about 75 supply officers throughout Italy, who issue the allotment notes to the communes on the basis of the allocations they receive from headquarters. I cannot discuss how each one operates, because conditions and system differ here and there. We were told, however, that at the small port of Crotone, for example, the supply officer is an ex-railroad engineer serving in the South African Army as a lieutenant and detailed to ACC. His normal receipt of supplies per month is about 5000 tons, which he arranges to receive, turn over to the "consortio" at a warehouse, and then supervise the distribution from then on, at the same time performing many other odd jobs which crop up in the management of the complex system of distribution.

The system of distribution has functioned only as well as the transportation situation has permitted. Before the reopening of some of the railroad lines and the establishment of bonded warehouses, many communes had to send for their supplies to Naples, a considerable distance, by cart or whatever other primitive means of transport was available. Conditions now are better, but transport remains a major handicap, and everyone with whom we talked stressed the need in planning for another liberated area of providing adequate transport from the beginning if possible. Intercoastal transport has been used very little in Italy, although a beginning has now been made, but no plans to provide small boats seem to have been made in advance by AMG.

The flour mill operations merit special consideration. In the early days flour was shipped into Italy. Now many of the shipments are grain either in sacks or in bulk. Mills at Torre Annunziata, Caserta, and other places have been rehabilitated and taken over by ACC for its exclusive use. Other mills have been denied electric power in an attempt to curtail black market milling. Bulk grain ships arrive at the port, and ACC ships the grain to the mill, which operates on a contract basis for ACC and pays its labor a fixed wage. Milling capacity has been raised to a point where it can more than meet flour requirements in Region 3 at the present rate of imports, but the reserve capacity may prove to be most useful when further areas of Italy are liberated. Damage to the mills was extraordinarily light, despite the fact that the largest were in the zone of heavy fighting before and after the capture of Naples. There are ten mills in Naples and fifteen in the provinces working

for Region 3 alone. The mill we visited at Caserta was producing 88% flour, 12% bran, from the grain, although the rate varies from time to time according to the humidity.

From the mill shipments are usually made direct to the provincial supply officers of ACC, who agree on the weights at the point of delivery and deliver to Alimentazione (SEPRAL), which is charged at that rate. It may actually go into the hands of the consortio or a wholesaler where there is no consortio, but from an accounting point of view it passes through SEPRAL.

When the flour reaches the baker, he is expected by ACC to produce bread at a 125% rate. Some cases have been detected where this rate has not been met, some bakers have complained that they cannot meet it, a complaint which stems invariably from the fact that they have been selling a part of their flour allotment on the black market. Adulteration of bread is doubtless rather common, but not a serious problem.

VI. The Rationing System:

The clearest picture of a confused and disorganized rationing system may perhaps be obtained from a study of Naples city. All ration cards for individuals are issued by SEPRAL, at the present time for a period of four months, covering bread, pasta, oil, soap, sugar, and various other commodities as they become available in sufficient quantity for a widespread distribution. On the bottom of the ration card are four small coupons which are called the "pre-notation" coupons, one for each month. The holder of a rationcard chooses which baker or bread retailer he wishes to patronize, and before the beginning of each month he clips the appropriate coupon from his card and delivers it to his chosen store. Each retailer turns in to his wholesaler all the prenotations thus collected. If he has 500 coupons, he will receive a daily allotment of flour sufficient to bake the bread ration for 500 people. Other foods are rationed on a monthly basis, but handled in exactly the same manner. (See attached chart.)

Registration for ration cards has been very carelessly handled in the past by SEPRAL, and records dating back several years and kept on a family basis are often wholly unreliable. Delivery of ration cards by SEPRAL employees has been supposedly on a personal delivery basis, but many instances have come to light of cards being left at a rationee's supposed residence without any effort to check on the correctness of his family registration. Cards have been printed on ordinary paper, and estimates of as high as 135,000 counterfeit cards in Naples alone were made to us by ACC officers. Add to such a figure the thousands of cards issued to dead people,

people no longer resident in Naples, etc., and it becomes apparent that the registration is swollen far beyond true population figures. A new registration was just being completed when we were in Naples, and approximately 860,000 cards had been issued against a previous circulation of about 1,100,000 which indicates the extent of fraud during the previous period.

There is no uniformity at the present time in the ration cards in different parts of Italy, although the daily bread ration and other monthly rations are identical. The Food Sub-Commission hopes to correct this situation in the near future and to eliminate or at least reduce the danger of counterfeiting by introducing a uniform card printed on watermarked security paper.

While there is fraud all along the line from SEPRAL to retailer, the worst of it crops out at the retail level. The unscrupulous baker sees an opportunity to make a fortune in a few weeks if he can only obtain some extra flour to sell on the black market, where it brings a price of 150-175 lire a kilo, as contrasted with the legal price of 3.60 lire at which he must sell a kilo of bread. It is difficult indeed for him to resist such temptation, when all he has to do is acquire some counterfeit or other extra prenotation coupons which entitle him to flour without any customer to whom to sell the bread. The wholesaler has no such easy avenue open to him, since he is being checked by the warehouse when he received the flour and by the greedy baker to whom he must deliver. Fraud in SEPRAL itself is confined to obvious forms of graft in the issuance of ration cards and the dealings with wholesalers. Naples, of course, is traditionally a bad spot for thievery, and in such a seedbed it flourishes with extraordinary fertility.

The ration is very low and ACC officials point out that it always has been since the Allied landings, first in Sicily later on in the peninsula. In the early days civil disturbances occurred because of food shortages on more than one occasion. At present the bread ration is 200 grammes a day, or in some areas 150 grammes of bread and 40 grammes of flour for pasta. In Naples the people are permitted to choose flour or bread, a bad policy which increases supplies on the black market. Since the Italian diet is based on bread and pasta, it is necessary for those who can pay the price to go into the black market for flour or bread. The 1943 harvest was almost entirely missed by the Allies, although there is no doubt that quantities of wheat are still in hoarding in the rural areas. Plans for amassing the 1944 harvest were just being completed when we were in Italy, and it remains to be seen how effective they will be. In any event, present imports have been materially cut down by the CCAC for the post-harvest period.

AGC hopes to collect enough of the new harvest to be able to increase the bread ration, and to reduce import requirements by one-half for the second semester of 1944.

The ration scale for the month of April had been the best of any month at the time of our visit. The bread ration was as indicated above, but the following other commodities were issued from imported stocks or stocks located and blocked within the country, all quantities enumerated being the monthly ration per person:

Sugar -----	250	grammes.
Dried vegetables-----	400	"
Dehydrated Soup -----	250	"
Olive Oil -----	200	"
Cheese -----	100	"
Meat and veg. stew -----	400	"
GI soap -----	200	"
Italian soft soap -----	150	" (in lieu of January ration)

The dehydrated soup, incidentally, has been very unpopular and difficult to move. The bread ration, moreover, has not always been so high, since it was at one time as low as 100 grammes per day, and the average over the first five months was between 100 and 150 grammes. At some times in some places there was no bread available. Since February 1, however, it has been available at the present ration scale.

The flour requirements of liberated Italy on the present ration scale total approximately 61,000 tons per month, of which 15,000 go to Sicily, 5,000 to Sardinia, and 41,000 to the mainland. Colonel Legg pointed out that every effort has been made to build up a stockpile of 50,000 tons in Italy and North Africa, and that his policy has always been based on the cardinal promise that no increase in the ration should be contemplated until at least a 30 day reserve has been created in Italy. Diversion of shipments, losses due to enemy action, and other unforeseeable developments render extremely hazardous any other approach to the problem of feeding a large population largely on imports.

In an effort to augment the overall ration of the population Region 3 has recently attempted to organize the fishing industry, and the Agriculture Sub-Commission has assisted in obtaining equipment to enable many fishing boats to resume their normal business. A central fishing agency has been created, with seven markets in Naples. Prices are fixed so as to give the fisherman and the peddler a fair profit, and sales are limited to one kilo per person per day, which is a form of rationing, though an ineffectual one. The system has not worked very well, because the peddler and fisherman both can do better by selling at black market prices, but the disparity between legal and illegal price levels is not so great as in the case of bread, and the quantity of fish available on the market has definitely increased.

The outstanding reason for the failure of the rationing system to operate effectively, however, seems to be the general unwillingness of the Italian population to accept it any more than Americans accepted Prohibition. Public morality is very low in Southern Italy.

Twenty years of Fascist corruption have left their mark. The black market trader who amasses huge profits at the expense of his own people is nowhere condemned as a criminal or scorned as a low form of life. For an individual to "beat" the ration system is considered the normal thing to do. Fear of a German victory is also still a factor which contributes to the instability of the situation.

VII. Price Control and Black Markets:

Price control measures adopted by AMG and ACC have been ineffective. The acute shortage of bread and pasta have made the black market flourish. Insofar as the legal ration is concerned, however, the price which the baker may charge has been maintained on the same level ever since the liberation. The principle on which ACC has operated is to charge the Italians landed costs plus handling charges on imported supplies, although handling costs are often only charged in part, and in the case of flour the charge is much less than landed costs in order to maintain bread at the previous price. ACC likewise fixes the mark-up for wholesaler and retailer. In the case of flour the price to SEPRAL is 275 lire per quintal, and SEPRAL in turn is allowed to charge the wholesaler 300 lire, the difference covering handling costs and overhead. The wholesaler sells to the retailer at 319 lire of which 15 lire represents transport costs, a very small mark-up which encourages him to attempt to divert as much as possible to black market channels. The baker sells his bread at 360 lire per quintal. Since he makes about 25% more bread than he receives in flour, he has a reasonable profit, but still a very low one compared to what he can make in the black market on a fraction of the flour he receives.

Published price lists on other commodities which are not controlled as to source of supply by ACC are meaningless, and ACC officials frankly admit it.

There are many types of consumer goods available in Italian stores which are not available in North Africa, for example. Clothing is unrationed and fairly plentiful, although the quality is often dubious and the prices high. A general inflation has taken place since the Allies value the lire at once cent and large numbers of Allied troops began to spend money in the country. Italians have complained that the lira was undervalued, but the chief cause of inflated prices seems to be the shortage of goods, particularly in the food category, and the lack of confidence of the Italians in their own government, as well as an almost complete breakdown of the tax system. The formation of the new government recently, we were told, had resulted in a pronounced improvement in the market price of government bonds, which is usually a healthy sign. Allied currency issues also appear to have been smaller than expected up to date.

The black market is very broad and very profitable for those who have supplies to sell. We were told; for example, that the value of an empty flour sack is 500 lire, and that of a truckload of flour as much as 100,000 lire. Against Colonel Legg's estimate that losses from pilferage between dock and warehouse are not now in excess of 1%, we were given other figures ranging up to 5%, and all concerned agree that losses beyond the warehouse are from 5% to 10% more. This flour is finding its way into the black market

at absurd prices. ACC and Region 3 have begun a real effort to curb the speculators and ringleaders, but it is a difficult task. SEPRAL now has its own corps of investigators, who check the bakeries by counting all customers for a period of several days, and when it is apparent that the baker has turned in many fraudulent pre-notation coupons, his shop is closed and he is arrested and usually jailed. One such investigation recently uncovered a baker who was drawing flour on the basis of 7700 alleged customers, and actually had only 200. It can readily be seen that his profits from the sale of the excess flour were enormous in a very short period of time. He was able in fact to offer a bribe of 100,000 lire to the inspector who fortunately was honest.

Region 3 has also organized a black market control unit, headed by Captain Matthias Correa (American), which is doing good work along similar lines, and even better work investigating pilferage from trucks and warehouses. We shall need a strong inspection system and the cooperation of the local governmental activities, as well as a bureau to which people can bring their complaints and get action.

Jail sentences, however, do not frighten the Neapolitan, whose tradition of lawlessness is one of long standing, and who believes they will at the very worst be freed or be able to buy their freedom as soon as the Allies leave Italy. Heavy fines deter them even less, since no fine can entirely deprive them of the profits they have made, and the risk of being caught is still comparatively slight. Publicity to rouse the people to a sense of civic duty has had no effect whatsoever on the black market.

ACC officials sum up the situation as bad, and feel that the only real cure for the black market is sufficient supplies to render possible a substantial increase in the ration scale. They are hopeful that the results of the coming grain "ammassi" will be satisfactory, and there are indications that the new Italian government intends to concentrate its best energies on that program. The experience in Italy can at least teach us that in other areas we may expect that the problem will be deep-seated and the solution complicated. Black markets will always exist unless supplies are adequate for all concerned. Their virulence will depend on the degree of control exercised over imported foodstuffs, on the vigor of the program for prosecution of price control violators, and the moral quality of the population. The last factor is important, but we may and should assume that in almost any liberated area, after several years of hardship, a hungry people will think first of the stomach.

VII. Transportation

There is no question in my mind but that adequate transportation is an absolute prerequisite to the success of a distribution operation such as that which ACC has attempted in Italy. This conviction is borne out by the testimony of every officer with whom we talked. It was stressed by Brigadier Lush in our first conversation, emphasized by General Macfarlane, and repeated down through the ranks. AMG came into Sicily and later into Italy without sufficient trucks, with the railroads torn up or obstructed, and the best of the local motor transport equipment carried off or destroyed by

the retreating Germans. Distribution in the rural areas almost completely broke down from time to time during the early period. Even now in Region 3, when the railroads have been put back in service and a fleet of trucks has been made available, transport difficulties recur.

The problem has been aggravated by the inability of AMG and ACC to control what is left of local transport. I am not convinced that it could not have been done by strong measures; I am not certain that it still cannot be done. The fact is, however, that there are an undetermined number of Italian trucks operating on the roads, a number running into many hundreds, which serve little useful purpose except to provide transport for black market supplies. It seems to boil down to the fact that the truck owners as a group have outwitted the Allied authorities. Many of them manage to obtain a contract with some branch of the armed forces by which they furnish their trucks for military haulage on a part-time basis, and thus obtain gasoline for operations on their own during the rest of the day. Many others register their trucks with a trucking consortio which theoretically makes them available on call for service for the Italian government departments, such as SEPRAL. When actually called, however, the truck is often conveniently immobilized because of a bad tire, or some other ready excuse.

AMG and ACC themselves have had no requisitioning authority, but they have always been able to request PES or 57 Area in the Naples region to requisition for them, and the Italian government has such powers for its own purposes. The argument is offered, however, that an attempt to requisition the local transport which now operates clandestinely on bootleg gasoline would have to be perfectly coordinated all over the country at a given moment, and would require a large staff to carry out. Otherwise, we were told; the trucks would go into hiding, and the hauling which they now do, and which makes food available to the distant communes, withal at black market prices, would be done by no one. It is a reasoning of defeatism, and symptomatic of one of the weaknesses of ACC. The reasoning is that the Allies are bringing food into Italy by dint of great effort and by diversion of valuable shipping, which the Italians should appreciate and be competent to distribute fairly and evenly. If the Italians fail, ACC will not be too concerned or curious as to why not. This is not an attitude which is true of many of ACC's officers, but it is true of an appreciable number. In short, the transport problem has always been out of hand, and little has been done to stop the black market trucks. One officer told us very frankly that in his opinion a mistake had been made in not seizing all civilian transport at the very beginning, and operating it on a military basis until it could gradually be given back to its owners on strict conditions.

In practice, therefore, much of the hauling of supplies is done by primitive methods, such as carts, which the communes or wholesalers scrape together as best they can and bring to the warehouses to take delivery. Railroads are carrying an increasing share of the burden, but are definitely limited by lack of rolling stock and by military needs. Small boats are used in a very restricted sense in the Naples area, since such islands as Capri can be provisioned in no other way.

Anyone who has seen modern armies move into battle knows what an endless amount of trucks is needed to service them. No estimate of the transport needed to feed a civilian population in a liberated area can be too generous. Roads will be bad in the Balkans, and long detours often necessary to reach remote areas. It does not matter in principle whether UNRRA or the local government is going to do the actual distribution of supplies, for in one way or another the transport must be provided.

Major Hartman, chief of the Agriculture Sub-Commission, was another who stressed the need for planning for adequate transport. Pointing out that fertilizer requirements for 1944 had been fixed at some 380,000 tons, he remarked that he did not expect to receive that quantity, but if he had received it at the planned rate, he was now certain that it could not all have been distributed. He also discouraged planning for the importation of farm machinery or even of hand tools to any great extent, and suggested that steel and iron in the proper lengths and widths would be easier to procure and equally useful within a liberated area, where blacksmiths could forge primitive tools to which the peasants were accustomed over many generations, and which would enable the people to help themselves to put their agricultural economy back on its feet.

VIII. Policy and Mistakes of AMG and ACC.

It would be easy to criticize many of the results of the policies pursued by AMG and ACC, and much loose talk about the situation in Italy has already appeared in the press in guarded form. A just appraisal of the overall situation cannot be made in a few days, and it would be a serious error to say merely that the unfortunate conditions referred to above in themselves constitute an indictment of the performance in Italy. Rather should one attempt to analyze the causes of the faults in the present system, so that these faults may to some extent be avoided by UNRRA in a future area, both in planning and in putting the plans to the test.

I believe we approached the officers of the ACC with whom we talked in such a spirit, and we found them very frank to admit mistakes and point out weak spots in the administration of the liberated areas. This section will serve a useful purpose if it sums up the major danger points which AMG and ACC did not always see in time to avoid trouble, and other weaknesses which resulted from conditions beyond the control of those responsible for the direction of the operation. Inadequate control of supplies from dock to consumer has given rise to many troubles, including excessive pilferage, fraud in the rationing system, and maldistribution. ACC's policy has been to allow the Italians to administer their own affairs so far as possible. The Allied Advisory Council has directed such a policy, in a general way, and all hands have tried to carry it out. Colonel Poletti feels that the Italians, however incompetent some of their officials and administrative services may be for the moment, must none the less be trusted and encouraged to develop their own government along democratic lines. Fascism was a deeprooted incubus in the Italian body politic, and it is not a simple matter to find new men to whom the reins may be handed. Progress will inevitably be slow and erratic. But AMG and ACC have made mistakes which have hampered this evolution. Decrees have been

issued which could not be enforced, and the Italian reaction has been one of skepticism as to the true intention of the Allied authorities. Promises were made in the early days which were not kept, promises stemming perhaps from over-optimism as to the military situation, or merely to gain a temporary advantage which was more than offset by the subsequent unfavorable reaction. Transport needs were either underestimated, or because of military conditions could not be satisfied. A serious mistake was made in planning food requirements, since original estimates of the population

percentage to be fed with imports has proven far wide of the mark, even allowing for fraudulent ration cards. Sufficient preparations to cope with the black market were apparently not included in the planning. Hoarding of the harvest was a foreseeable phenomenon which North African experience had indicated clearly, yet no program for collecting the grain has ever been vigorously prosecuted.

Local governmental and charitable agencies proved to be both numerous and complex, and many were of no value in the task of re-organizing a war-torn country. We shall face a similar situation in future areas, and a positive anticipation of it will be better than any wishful thinking. The pendulum in Italy may even be swinging backward somewhat, as the urgent need to reduce imports and conserve shipping is forcing the Food Sub-Commission to intervene in certain respects to enforce the decrees and regulations which Italian governmental agencies have failed to enforce.

Price fixing and control might have failed anyway in view of other weaknesses in the distribution mechanism, but it appears that no central agency for this purpose was included in AMG planning, with the result that chaotic conditions soon obtained in different areas. Steps are being taken to coordinate all pricing policies and directives and the new Italian government may be able to enforce some prices by a gradual tightening of the controls. But we can learn that pricing policies should be realistic, and that no decrees should be promulgated unless there is a big stick somewhere behind them.

Several officers in different fields stressed the necessity for planning an adequate supply of findings, spare parts, or repair equipment. No matter how thorough enemy scorched-earth methods may appear to have been at first glance, there will always be factories and individual pieces of equipment of all types which can be rehabilitated quickly and inexpensively if the necessary part or repair machinery is available. In the clothing field this is especially sound, since lack of thread, needles, parts for sewing machines, etc., means only that new clothing must be provided instead of using old clothing which is still in condition to be repaired.

AMG probably could not have performed all the functions of an ACC in the early days, in view of the manifold difficulties in merely feeding the people. Now the rudiments of a complete control over local production and resources, as well as exports which can be useful in the Allied war effort, are beginning to develop. The Industry and Commerce Sub-Commission of ACC HQ is the overall body responsible for procurement for export on instructions from London and Washington, and for price fixing on such exports. Through this commission ACC is represented on the Army's Local Resources Board, which is interested in a list of about 25 items for export. On such items ACC's plans must

be cleared through this board; on all others it may act independently, such as on seeds, for example. Considerable difficulty has been encountered in eradicating the influence of the Fascist Corporative State and its pre-Allied agency in Naples, the Provincial Economic Council, which controlled the whole economic life of the area. Region 3 finally ejected from office the former prefect of the region and the director of PEC, and moved in three of its own officers, an industrial survey and rehabilitation officer, an industrial materials officer, and a prices officer. Now, therefore, Region 3 is doing the work for the Industry and Commerce Sub-Commission in the region, and results are beginning to be obtained. Region 3 warehouses hemp for export for ACC, and shortly will be warehousing for export many other items, including silk, timber, etc.

What can we learn from ACC's experience which will perhaps smooth the path of a similar operation in the Balkans? From what we know of the work of the Swedish-Swiss Commission in Greece, there is reason to hope that the Greek people will comply with rationing regulations in a more cooperative manner than the Italians. The self-discipline of the Yugoslav Partisans has favorably impressed all who have seen them. While the transport problem in the Balkans will certainly be more difficult than in Italy, the attitude of the people toward UNRRA should prove a favorable factor. Italy teaches us to emphasize the need for adequate transport and control thereof, control of supplies to the greatest possible extent in terms of supervision all the way from ship to consumer, and personnel equipped by experience and fired by enthusiasm for the job. It tells us further that local governmental agencies will have to be used to the greatest possible extent, indeed should certainly be used in a friendly area, but that those agencies will often be disorganized, incompetent, or lacking in leadership. To place too much reliance on them to guard supplies and inspect the processes of distribution will be a mistake.

UNRRA must be ready with more than a skeleton staff to assume the responsibilities delegated to it during the military phase, and to operate on its own responsibility after that time. A personnel of 1400 officers has been approved for all of Italy at the present time, against a staff now in excess of 1200 and General Macfarlane's wish for 300 more. The present staff is about equally divided between British and American officers. Obviously UNRRA is not going to perform the functions of a complete military government, but the magnitude of the task and the personnel requirements become focused more clearly in the light of the Italian experience. If possible, as Col. Peletti expressed it, more personnel than needed should be provided for the first field of operations, which will serve two purposes: (1) you will surely have enough to offset any errors in personnel planning, and (2) you will be able to transfer personnel with practical field experience to other areas as they develop.

APPENDIX A

Itinerary and Persons with Whom Conversations were Held

- May 2 -- Left Cairo by air.
- May 3 -- Arrived Naples 2:00 P.M. Conversations with Brigadier Lush (British), Executive Commissioner of the Regional Control and Military Government Section, ACC., and with Lt. Col. Charles C. Poletti (American), Regional Commissioner, Region 3.
- May 4 -- Short interviews with Mr. Samuel Reber (American), joint vice-president of the Political Section, ACC., and Colonel D. S. Adams (American), Chief Assistant to the vice-president and chief of the Economic Section, ACC.
- Long talk with Colonel W. J. Legg (British), head of the Food Sub-Commission, ACC.
- Conversation with Captain Morris Neufeldt (American), assistant to Lt. Colonel Poletti in Region 3.
- May 5 -- Visited port area and two of ACC warehouses in Naples with Major J. Rorimer (American), Port Liaison Officer for Food Sub-Commission, ACC. Conversations with Captain Klein (American), Warehouse Officer, and with Captain Vincent (British), on special detail from 8th Army AMG to establish warehouse accounting system for Food Sub-Commission.
- Long interview in evening with Colonel Legg.
- May 6 -- Talk with Sir Clifford Heathcote-Smith of Intergovernmental Committee on Refugees.
- Session with Captain Parker (British) and Lieutenant Falvo (American) of Rationing Section of Food Sub-Commission.
- Luncheon at the residence of General Macfarlane, Chief of the Allied Control Commission, at which were also present Mr. Reber, Mr. Harold Caccia, his British opposite number, Lt. Col. Nelson Monfort (American) and Squadron-Leader A. J. Perry, personal assistants to General Macfarlane.
- Conversation with Captain Eardley (American) and his assistants at Region 3 food headquarters re ration systems and BEPRAL's part in rationing and distribution.

Appendix A (Cont'd 2)

- May 7 -- Further talk with Captain Eardley.
Second visit to port area with Major Rorimer.
Luncheon with Colonel Legg and Major Rorimer.
Completed arrangements for return travel via Bari.
- May 8 -- Long conversation with Lt. Colonel Merrill (British),
Chief of the Economics and Supply Division of Region 3.

Conversation with Major G. Sealey (British), Food
Controller of Region 3, with emphasis on milling
program.

Luncheon with Major Watson (British), Sealey's acting
assistant.

Discussion with Captain Jackson (American) of 5th Army
AMG on accounting problems and warehousing program in
forward Area.

Further talk with Captain Eardley, and inspection of
SEPRAL offices and organization, including conversa-
tion with new Italian director of SEPRAL.

Interview with Major Lister (British), Industrial Re-
habilitation Officer of Region 3.

Dinner with Captain Vincent and long discussion of
warehouse accounting problems.
- May 9 -- Left Naples by automobile at 9:30 A.M. with Major Watson
of Food Control Section, Region 3, for Caserta. Visited
large flour and pasta mill at Caserta, and discussed
milling problems with manager of mill.

From Caserta to Santa Maria di Capua for luncheon at
the headquarters of Major Simpson (British), political
officer for the province of Naples, the city excepted.
Discussion with Simpson and staff of supply, distribut-
ion, black market, and other problems.

In afternoon to visit a bonded warehouse of Region 3 in
Santa Maria di Capua.
- May 10 -- Called on Mr. Alexander Kirk, American representative
and presiding officer of the Allied Advisory Council.

Short conversation with Colonel Poletti, and luncheon
with him.

Appendix A (Cont'd 3)

Brief talk with Major Fielden (British) and Captain Leucacos (American) of ACC Public Relations Office.

Short talk with Colonel Legg.

Discussion with Major W. A. Hartman (American), chief of Agriculture Sub-Commission of ACC, and his assistants, Major Dickie (British) and Major Andrews (American), of agricultural problems, especially planning and its reliability as a guide to actual operations.

May 11 -- Long talk with Colonel Webber (American), Chief Legal officer of Region 3 and Captain Matthias Correa (American) head of the Black Market Control Unit of Region 3, and brief inspection of Region 3 court system.

Conversation with Colonel N. E. Fiske (American), Chief of the Civil Affairs branch of the Regional Control and Military Government Section of ACC, opposite number of Brigadier Lush, and Major Cunliffe (American), his assistant.

Left Naples 2:15 P.M. Delayed by wait for plane, but arrived Bari at 6:30 P.M.

May 12 -- Short talk with Major Knight (British), Provincial Supply Officer, Region 2, ACC.

Long interview with Mr. Robert Joyce, OSS, followed by conversation with Joyce and four Yugoslav Partisan officers representing Marshal Tito, Colonel Popovich, Colonel Manola, Colonel Milojevich and Major Sardelich.

Conversation with Colonel Findlay (British), chief of Internees and Displaced Persons Sub-Commission of ACC, and his assistant, Lt. Colonel Fothergill (British).

Further talks with officials at OSS, including Mr. Harry T. Fultz (re conditions in Albania).

May 13 -- Visited Camp No. 1 of Displaced Persons Sub-Commission near Bari. Talks with Lt. Col. Kerr (British) Camp Commandant, and Mr. J. Trevor, British Red Cross, in charge of stores.

In afternoon I talked again with Mr. Joyce and Mr. Fultz while Mr. Patterson talked with Colonel

Appendix A (Cont'd 4)

Fothergill again, and had a long interview with Mr. T. Parrington of the British Red Cross and Dr. Maurice Thudichum of the International Red Cross on problems of registration of displaced persons. Mr. Patterson also talked with Captain Lester Korn (American, Repatriation Officer and former Camp Commandant at Ferramonti Camp, who later joined us both for dinner and continued the discussion.

May 14 -- Further conversations with Parrington and Thudichum. Mr. Patterson then talked with Miss Hall, American Red Cross civilian relief representative in the Bari Area, while I met with General Kleberg of the Polish Army and discussed the problem of Polish and Jewish refugees in Italy.

Luncheon with Major Knight and his staff, followed by a long conversation on supply and other problems in Bari province.

Short talk with Fultz, followed by dinner with Captain Korn, Sir Clifford Heathcote-Smith, and officers of Palestine unit serving with the British Army who are well posted on refugee problems.

May 15 -- Left Bari by air at 8:00 A.M., and arrived Cairo in the evening. Mr. Patterson remained behind until the following day, and talked with Mr. Kobler (American) and Mrs. Brown (British) at the Economic Warfare Analysis Section of G-2, Allied Forces in Italy. Mr. Patterson reached Cairo the evening of May 16.

APPENDIX B

DISPLACED PERSONS OPERATIONS IN LIBERATED ITALY.

I am devoting a separate section of this report to the displaced persons problem in Italy, since it is not within the jurisdiction of the Bureau of Distribution and Transport and therefore not a major question which we studied. The information set forth here was collected largely at Bari as a result of talks with the officers in charge of the work of Internees and Displaced Persons Sub-Commission of ACC, which makes its headquarters in that city, as well as with Mr. T. Parrington of the British Red Cross and Dr. Maurice Thudichum of the International Red Cross. The information thus acquired may be of value to the Displaced Persons Division of UNRRA in Washington, Mr. Patterson and I having happened to be the first representatives of UNRRA on the spot where the Yugoslav refugees arrived from their country and where problems involving other refugees and internees found within Italy as the Allies have advanced are being handled.

Colonel Findlay (British) is a new appointee as chief of the sub-commission, and frankly told us that most of our questions could best be answered by his deputy, Lt. Col. Fothergill (British). We found Colonel Fothergill to be both helpful and well-informed. Our other talks with Captain Korn (American), Repatriation Officer, and Mr. T. Parrington, on special assignment to Italy from the British Red Cross at the request of ACC to establish a proper records bureau and registration system for refugees, and with Dr. Maurice Thudichum, assigned by Geneva to work with Mr. Parrington on the same project and to ensure that the work in Italy includes the distribution of IRC message cards were equally productive.

The sub-commission has operated as many as a dozen camps and/or hospitals for refugees, not all of which are at all times active. We were able to visit only one, the transit camp a few miles from Bari. Transit Camp No. 1 cares largely for Yugoslavs arriving from Dalmatia, but also maintains a small static population, most of whom work in the camp or in Bari, and who include people of 18 nationalities. Yugoslavs have been both Partisans and Royalists, but largely the former, and are still arriving at a rate which shows no signs of decreasing. In February and March about 5000 came in each month, in April about 7000. The day before we visited the camp, about 600 had just arrived, and we saw them the following morning being deloused, inoculated, and vaccinated, after which they were to be shipped in a day or two by rail to one of the other camps. Their condition was poor, with many children showing unmistakable signs of malnutrition, their clothing was in rags, and their filth pronounced. Most of them are women and children, and old men who are beyond military age.

From camp No. 1 the refugees are shipped to one of the other camps, all of which are located on the Italian heel, with the exception of