

Programs with Respect to Relief  
and Reservations: Cooperation  
with Other Agencies

United Nations Relief and  
Rehabilitation Administration  
Vol. 1 Folder 2

000788

*Mr. Peble*  
*74*

**FIRST REPORT TO CONGRESS  
ON UNITED STATES  
PARTICIPATION  
IN OPERATIONS OF UNRRA**

Under the Act of March 28, 1944

★

As of SEPTEMBER 30, 1944

000784

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REPORT OF THE  
COMMISSIONER OF THE  
UNITED STATES DEPARTMENT OF THE INTERIOR

"The President shall submit to the Congress quarterly reports of expenditures made under any such appropriations and of operations under the Agreement."

[From Section 2 of a Joint Resolution to enable United States to participate in the work of the United Nations relief and rehabilitation organization (Public Law No. 267, 78th Congress, 2d Session).]

\* \* \*

The United Nations Relief and Rehabilitation Administration Participation Appropriation Act of 1945 (Title II of Public Law No. 382, 78th Congress, 2d Session) was enacted into law on June 30, 1944 and this Report is for the first quarter, June 30, 1944 to September 30, 1944.

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## PRESIDENT'S LETTER OF TRANSMITTAL

TO THE CONGRESS OF THE UNITED STATES OF AMERICA:

I am transmitting herewith the first quarterly report on UNRRA expenditures and operations in accordance with the Act of March 28, 1944, authorizing United States participation in the work of the United Nations Relief and Rehabilitation Administration.

The enemy has been driven out of all or virtually all of the Soviet Union, France, Greece, Belgium, and Luxembourg. Parts of the Netherlands, Yugoslavia, Poland, Czechoslovakia, and Norway, as well as the Philippines, New Guinea, New Britain, and Burma have been liberated by the armed forces of the United Nations. Those forces—more powerful each month than the month before—are now striking additional blows to complete the task of liberation and to achieve final victory over Germany and Japan.

UNRRA was established by the United Nations to help meet those essential needs of the people of the liberated areas which they cannot provide for themselves. Necessary relief stocks are being acquired and the personnel recruited to assure efficient and equitable administration of relief supplies and relief services. As rapidly as active military operations permit, UNRRA is undertaking operations in the field. UNRRA representatives are already in or on the way to liberated areas of Europe and are preparing to go to the Pacific and Far East. The colossal task of relieving the suffering of the victims of war is under way.

The conditions which prevail in many liberated territories have proven unfortunately to be fully as desperate as earlier reports have indicated. The enemy has been ruthless beyond measure. The Nazis instituted a deliberate policy of starvation, persecution, and plunder which has stripped millions of people of everything which could be destroyed or taken away.

The liberated peoples will be helped by UNRRA so that they can help themselves; they will be helped to gain the strength to repair the destruction and devastation of the war and to meet the tremendous task of reconstruction which lies ahead.

All the world owes a debt to the heroic peoples who fought the Nazis from the beginning—fought them even after their homelands were occupied and against overwhelming odds—and who are continuing the fight once again as free peoples to assist in the task of crushing completely Nazi and Japanese tyranny and aggression.

FRANKLIN D. ROOSEVELT.

THE WHITE HOUSE,  
December 5, 1944.

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## Chapter I

### 100,000,000 LIBERATED PEOPLE

When Congress authorized United States participation in the United Nations Relief and Rehabilitation Administration last March, most of the countries of Europe still remained under Nazi domination. Relief and rehabilitation for their peoples could not begin until they had been liberated.

The great offensives by the American, British, Soviet, and other allied armies which were then being planned have since been launched. The Germans have been driven back many hundreds of miles. All or virtually all of the Soviet Union, France, Greece, Belgium, and Luxembourg have been liberated. The Germans are being driven out of Yugoslavia, Poland, the Netherlands, Czechoslovakia, Albania, and Greece, and the liberation of Norway has begun.

In the Far East allied forces are also on the march. The Japanese have been driven back thousands of miles in the Pacific. Parts of New Britain, New Guinea, and Burma have been liberated, and our forces are now fighting to clear the Japanese from the Philippines.

In Europe alone, 100,000,000 people have been freed from the Germans after from three to five years of Nazi looting, persecution, and brutality. Through all these years they had kept up their resistance to the enemy from behind his lines, with an unconquerable courage that no firing squads could weaken. Their underground armies went into action when the allied armies approached and played a great and gallant part in the victories that have been won this summer and fall.

The liberated peoples of Europe have helped to liberate themselves from the Germans. They wish to keep on fighting our common enemies until final victory is won, and we want their help. They wish to become strong and self-sustaining partners, not only for finishing the war, but for the making of the peace.

In order to help themselves—and to help us—they need help from us. They need help in meeting the critical deficiencies in food, clothing, medicines, shelter, and transportation that have been caused by the retreating Germans and the ravages of occupation and war. They need help in returning to the homes from which they have been driven and in restoring their own production of the necessities of life.

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The allied armies have brought with them emergency supplies to meet the most immediate needs in the months that have passed since our offensives began. Even in theaters of active front-line fighting the United Nations have not forgotten the needs of civilians. But military relief cannot be more than of an emergency and very limited nature. The main job of the allied armies is—and must be—fighting the war.

As liberated areas cease to be zones of military operations and transport can be released for import of certain requirements, UNRRA will help the governments of the liberated countries which desire and qualify for aid to meet the essential relief needs of the peoples in these areas. Theirs will be the major responsibility for seeing to it that the peoples liberated from the enemy will be able to liberate themselves also from the hunger and disease that the enemy left behind among them.

We now know more than we could know last March about the conditions that will face the liberated peoples in the months ahead. As the allied armies advance, we have found that in some sections conditions are worse than we had anticipated and in other sections they are not as bad as we had feared. Generally, however, there has been a wide extent of suffering and privation and the job ahead is great. Millions of people are hungry in greater or less degree. Millions of people do not have enough clothes to keep them warm, or houses in which to live, and resistance to disease has been lowered dangerously.

With an effective program of relief and rehabilitation carried out by the United Nations, liberated Europe can ride through the crisis in the coming months. This does not mean that it will be necessary for UNRRA to feed and clothe all the liberated peoples. They will produce themselves over 90 percent of their food and clothing and of the other supplies they need. Those governments which can afford to will buy and pay for most of the supplies that they will have to import from overseas. But aid from UNRRA to meet critical deficits of specific types of supplies in some areas and groups of the population is required to swing the balance for all of Europe and to render it possible for all liberated people to make an early start on the way to recovery. Without such a program there would be every reason to expect conditions to get beyond control and famine and pestilence to sweep across large areas, taking millions of lives and endangering our victory.

Following are some of the highlights of the situation that we have found in the wake of the retreating Germans:

### Food

In Poland slow starvation of whole sections of the population has been a cardinal German policy. Food shortages are acute in Polish cities. In the Netherlands the situation is also very serious, as it is in Italy. Food shortages which will be severe this winter exist in parts of France, Belgium, Czechoslovakia, Yugoslavia, and Norway. In general, metropolitan areas

are much worse off than rural regions. In terms of many of the nutritional elements essential to health and life, many people are getting as little as one-fourth as much to eat as we are.

These shortages are caused by a variety of factors.

For more than four years the Germans have ruthlessly taken grain, butter, cheese, meat, and other foods from occupied countries which were at the same time cut off from their normal imports from overseas of fats and oils, livestock, tropical fruits, together with fertilizer and other products needed for agricultural production.

In some countries, as in Holland, a substantial proportion of the livestock has been slaughtered by the Germans. In others, as in Yugoslavia and Poland, the Germans have systematically destroyed farmsteads, agricultural equipment, livestock, and crops in order to deprive guerrilla forces of means of sustenance.



Chart 1

The break-down of transport between the farming areas and the cities is another factor. Railroads and bridges have been wrecked; trucks, wagons, horses, and railroad rolling stock have been stolen by the Germans. This has meant that food from surplus areas could not be transported to deficit areas. Thus, our armies found food, especially dairy products and meat, fairly abundant in Normandy while many French cities were virtually without food stocks when they were liberated.

Intensive battles in some agricultural sections have resulted in destruction of crops and livestock. In the Netherlands the Germans opened the dikes and have flooded vast areas of farm land with salt water.

The disappearance of consumer goods and the currency inflation deliberately promoted by the Germans have also tended in some countries to cause crops to be withheld on the farms even where they have been harvested.

### Clothing

Occupied Europe has been without imports of raw cotton and wool of any consequence for more than four years and has produced far fewer textiles than before the war. A large proportion of the textiles that were produced under the Nazis were taken for the German army and the German home front. The Germans also took from civilians in many areas their own blankets, overcoats, and other heavy clothing to send to the German army on the Russian front. As a result millions of people in liberated Europe have not been able to buy clothing replacements since 1940 and have worn out what clothing the Germans permitted them to keep.

By and large, shoes are in even shorter supply than is clothing. Leather has been very scarce in Europe and most of what has been available has been used to meet the needs of the German armed forces.

Clothing shortages, like food shortages, vary in their intensity from area to area. People in Greece, Yugoslavia, Poland, and Italy, for example, are generally worse off than those in France or Belgium. In occupied Europe almost as many people have died from exposure due to lack of adequate clothing, as have died from starvation.

### Health

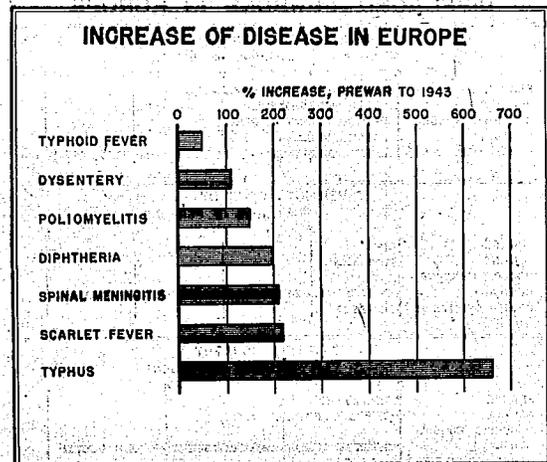
Deficiencies in diet and lack of adequate clothing, medicines, and health supplies, combined with the destruction and unrepaired damage done to many millions of homes, have seriously lowered resistance to disease in the countries which were overrun by the Germans.

For example, malnutrition has contributed to the death of hundreds of thousands of children throughout Europe. According to a recent communique from the French Commissioner of Information, tuberculosis cases have increased by fifty percent principally for the same reason. Because of a lack of Vitamin D in their diet, a high percentage of French children under two years of age have been found to be suffering from rickets.

According to a conservative estimate, tuberculosis has shown a one-third increase in the Netherlands. In Greece, both tuberculosis and malaria have been found to be widespread.

Similar conditions prevail in other countries. Not including the U. S. S. R., there were approximately 1,000,000 cases of diphtheria in Europe in 1943, with a case mortality of almost 5 percent. This was an increase of 200 percent over the number of diphtheria cases in pre-war years.

Cleanliness has become virtually impossible because of the shortage of soap; in one hospital in Paris, approximately 100,000 cases of scabies were treated in one year. Diseases spread by lice, such as typhus, have already risen to epidemic proportions in a few areas.



FOREIGN ECONOMIC ADMINISTRATION

The number of countries included in the data shown on the chart varies from 8, in the case of dysentery, to 15, in the case of spinal meningitis. The pre-war period is the average for the years 1928 through 1938. The 1943 data are based on reported cases only.

Chart 2

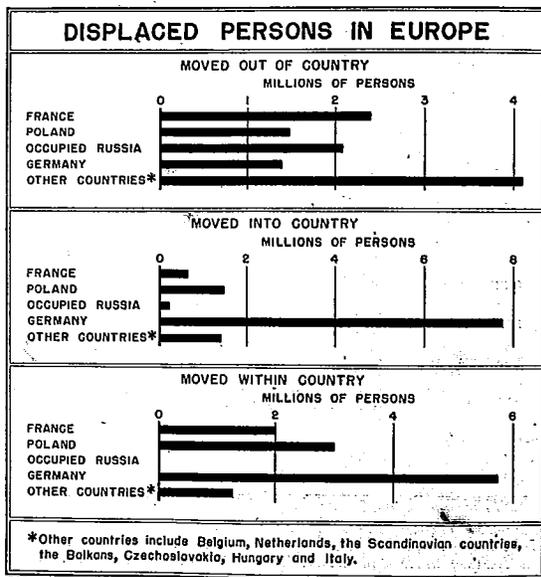
(Continued)

## Displaced Persons

It is estimated that more than 20,000,000 men, women, and children in Europe have been driven or fled from their homes and separated from their families. They include those whom the Nazis have transported into Germany to work under slave-labor conditions, political and religious refugees, and all those who have been forced from their homes by military operations.

Large numbers of them—adults and children alike—are close to starvation. In many cases the only possessions they have left are the clothes on their backs.

The greatest migrations of modern times will be involved in the return of these peoples to the homes from which they have fled or been driven.



FOREIGN ECONOMIC ADMINISTRATION

Chart 3

## Chapter 2

### THE UNITED STATES AND UNRRA

The United States Government has taken the lead in the establishment and organization of UNRRA. As was recognized in the debate on UNRRA in the Congress, only through our full and active participation can UNRRA succeed in its objectives. By the same token, if UNRRA should fail in its objectives, our own national interests will suffer serious injury.

The UNRRA program in Europe during the coming 12 months will call for the provision of essential supplementary supplies for those governments of liberated countries which will be unable to buy for themselves. UNRRA will also finance essential services for displaced persons and for the maintenance of health. These services will help the peoples of the liberated nations to return to their homes and take up again productive work in industry, agriculture, or the professions.

Supplies which will be needed in Europe include—

(1) Supplementary foodstuffs which will bring the general diet level up to a point where life and health can be sustained, together with agricultural supplies and equipment which will enable the liberated peoples to increase their own food production. Protein foods, such as beans, peas, and canned and cured meats and fish will be required as well as fats and oils, wheat and flour, and canned, evaporated, and dried milk for mothers and babies. For food production, fertilizers, insecticides, seeds, tools, tractors, plows, and harrows are among the supplies required. As soon as European farm equipment factories get back into production they will meet most farm-equipment needs.

(2) All kinds of clothing and shoes as well as raw cotton and wool, cotton and wool cloth for the manufacture of clothing and canvas, composition materials, and leather for the manufacture of shoes. Some replacement parts for textile and clothing factories may also be needed in certain areas.

(3) Medical supplies, including gauze and bandages and a wide variety of drugs such as iodine, aspirin, and atabrine, and medical epidemic kits to combat typhus and other diseases.

(4) Spare parts, trucks, and other equipment needed to restore internal transportation sufficiently to permit distribution of food and other necessities and minimum supplies needed to revive production of essential relief commodities.

Many of the food, agricultural, clothing, medical, and other supplies for liberated areas will be procured in the United States by UNRRA or by those governments with available financial resources to buy for themselves. Many supplies will also come from other countries, particularly from the United Kingdom, Canada, and other members of the British Commonwealth and from Latin American countries.

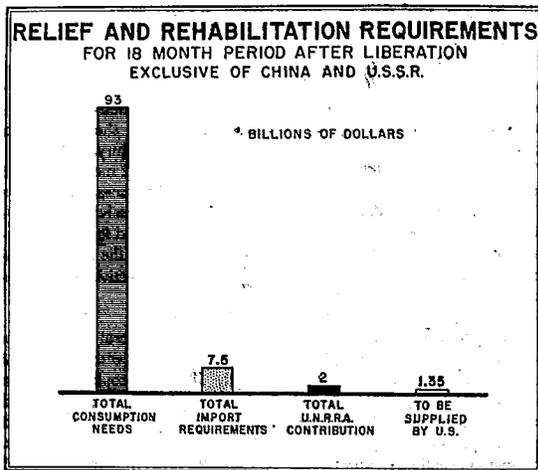


Chart 4

Of the total import needs of Europe during the first year after UNRRA begins full-scale operations, only a small part will actually be provided by UNRRA. And of that part provided by UNRRA somewhat more than half will be contributed by the United States through its appropriation for UNRRA.

The UNRRA program for the Far East is also proceeding. However, the information required for formulating the detailed program is not all at hand. As liberation proceeds the full operating plan is being developed.

#### Contributions to UNRRA

The Financial Plan adopted by the UNRRA Council at Atlantic City recommended that each uninvaded country contribute to UNRRA an

over-all amount equivalent to one percent of its national income for the year ending June 30, 1943. This was estimated at about \$2,000,000,000. By October 1944 a total of \$1,821,580,000 had been authorized or was in the process of being authorized by member governments for contributions to UNRRA's operating resources, with preparations being made by a number of countries for the contribution of an undetermined additional amount. Of the total authorized, the necessary legislative or other constitutional action had been completed to make \$1,224,060,000 available to UNRRA.

Table V on pages 26, 27 and 28 shows contributions made or in the process of being made by member governments.

The UNRRA Council also established an administrative budget of \$10,000,000 for the calendar year 1944 and allocated the proportion of that amount to be contributed by each of the 44 member governments. By October 5, 1944, a total of \$8,370,000 of the \$10,000,000 so allocated had been received by UNRRA from 34 of its member governments, with 32 of them having paid their contribution in full.

#### United States Appropriation to UNRRA

The Joint Resolution passed by the Congress, authorizing the United States to participate in the work of UNRRA, authorized a United States contribution of \$1,350,000,000, to be expended under the direction of the President. On June 30th there was approved the UNRRA Participation Appropriation Act of 1945 by which \$450,000,000 was appropriated to the President to be made available immediately for the work of UNRRA as a part of the authorized contribution by the United States. Provision was also made for the transfer of an additional \$350,000,000 in supplies, services, or funds available for disposition or expenditure by the President under the Lend-Lease Act and supplementary acts, provided the United States Joint Chiefs of Staff certify that the state of the war permits such transfer and the FEA Administrator approves such use.

#### Authorization to FEA

By Executive Order 9453, dated July 6, 1944, the President directed the Foreign Economic Administrator to exercise the authority which had been vested by the Congress in the President. At the same time, the President addressed a letter to the FEA Administrator directing him, at UNRRA's request, to provide supplies and services for the relief of the victims of war in accordance with the UNRRA agreement, Council Resolutions, and the applicable laws of the United States, so long as such requests do not unduly dislocate the other supply programs with which FEA is concerned.

In his letter, the President stated:

"I have already stressed to the United States allocating agencies the importance of relief and rehabilitation programs. It is of great im-

portance, as a matter of national policy, that there be available in all liberated areas those supplies that will be necessary for the health and welfare of peoples in those areas. The supplies and services contributed by the United States through UNRRA are intended to help them to help themselves. In accordance with that policy, I am sure you will recognize in all your work relative to UNRRA the major significance of its needs and will press their importance throughout your Administration and with the allocating, procurement, and other agencies assisting in the work."

### ALLOCATIONS FROM THE UNITED STATES APPROPRIATION FOR UNRRA

As of September 30, 1944

Resources immediately available:	
Allotted for procurement of commodities under proposed first supply program:	
Foods	\$131,600,000
Clothing, textiles, and footwear	101,400,000
Medical supplies and equipment	29,300,000
Food production and processing supplies	31,200,000
Repair and operating equipment and supplies	59,500,000
	\$353,000,000
Allotted for administrative expenses:	
1944	4,000,000
Reserve for 1945	3,000,000
Unallotted	45,000,000
Available for expenditure outside the United States but not yet transferred to UNRRA	145,000,000
TOTAL	450,000,000
Resources conditionally available under transfer authority	350,000,000
<b>TOTAL UNITED STATES APPROPRIATION</b>	<b>800,000,000</b>

<sup>1</sup> In accordance with the UNRRA financial plan a minimum of 10 percent of the United States appropriation is available for necessary expenditures for goods and services outside the United States.

Table I

### Procurement for UNRRA

The initial United States appropriation of \$450,000,000 was intended principally to cover estimated UNRRA needs for advance procurement in the United States before large scale operations began in liberated areas, while the \$350,000,000 transfer authorization represents the estimated needs of the procurement program in the first few months after large-scale operations by UNRRA actually begin. Procurement in advance of actual UNRRA supply operations in the field has been undertaken for the following purposes: (1) to take advantage of nonrecurring or seasonal surpluses,

### SUPPLIES REQUESTED FROM THE UNITED STATES BY UNRRA

As of September 30, 1944

Foods	
Lard	\$22,500,000
Fat pork	14,400,000
Canned fish	6,932,790
Evaporated milk	25,000
Dry beans and peas	26,487,500
Oleo oil	2,000,000
	\$72,345,290
Clothing, textiles, and footwear	
Distress and surplus goods	15,000,000
Cost of handling contributed clothing	1,500,000
Rebuilt army shoes	1,039,680
Woolen fabrics	19,600,000
Miscellaneous materials	506,809
	37,646,489
Food production supplies	
Farm machinery	17,929,216
Fertilizer	369,271
	18,298,487
Trucks and motorcycles	963,548
Medical and sanitation supplies	128,795
Miscellaneous equipment	107,771
TOTAL	129,490,380

Formal requests for many United States items that are in easy supply, although necessary to the UNRRA programs, will not be filed by UNRRA until time of shipment.

Table II

(2) to support efforts to increase production of goods in short supply which are greatly needed for the UNRRA program, (3) to assist in building minimum stocks of supplies for the first supply operations to be undertaken by UNRRA, (4) to initiate at once orders for production of goods requiring long periods of manufacture. However, UNRRA has not accumulated large stock piles of critical materials. To do so would have unduly hindered the war effort.

Instead, arrangements have been completed which assure that supplies for such purposes will at the appropriate time be drawn from the moving stream of production and from the stocks which have been accumulated for general war purposes. The prospective needs of the liberated areas have already been taken into consideration in fixing the levels at which both the current production and the accumulated stocks are being maintained.

Expenditures after large-scale operations actually begin will pay for procurement from current production or for the withdrawal from general or surplus stocks of supplies which were procured or set aside in the first instance for war purposes.

As of September 30, 1944, a total of \$353,000,000 out of the \$450,000,000 appropriation had been allotted for procurement of commodities under the advance supply program. Table I shows the break-down by major commodity groups made in accordance with the most recent information as to procurement needs and the changing supply situation.

Under this program UNRRA had, by September 30, 1944, submitted requests to FEA calling for the procurement within the United States of supplies in the amount of \$129,490,380 (Table II).

### Chapter 3

## UNRRA OPERATIONS

UNRRA's functions have been described by Herbert H. Lehman, its Director General. In a letter of transmittal, accompanying the Report of the Director General to the Second Session of the UNRRA Council, Mr. Lehman said:

"UNRRA is not the agency for the economic reconstruction of the world. The United Nations have recognized that first things must come first, and that relief and rehabilitation are among these first things. UNRRA is not devoted to planning for the general economic welfare of the post-war world. It is designed to plan, coordinate, administer or arrange for the administration of measures of relief for victims of war and to facilitate such rehabilitation as is necessary to the adequate provision of relief."

### STATUS OF THE UNRRA APPROPRIATION

As of September 30, 1944

Appropriation by Congress .....	\$450,000,000
Obligations incurred:	
United States share of UNRRA's administrative expenses .....	\$4,000,000
Establishment of Emergency Revolving Fund for UNRRA .....	250,000
Salaries and expenses of medical officers and nurses detailed to UNRRA from the U. S. Public Health Service .....	51,784
Encumbrances against UNRRA appropriation .....	41,592,764
	45,894,548
Balance .....	404,105,452

<sup>1</sup> Expenditures as of September 30, 1944, amounted to \$4,253,423.13.

Table III

## Most UNRRA Supplies To Be Sold

The philosophy underlying UNRRA's structure and operations is to help people to help themselves. UNRRA regards the people of the liberated areas in the same way in which they regard themselves—as full partners in and victims of the war against the Axis, not as wards on whom charity is to be conferred.

In line with this, liberated countries which are in position to help themselves through their own financial and physical resources are doing so. Moreover, the responsibility for actual distribution of supplies within a liberated area will in general be borne by the government or recognized national authority of the area. This was made clear during the hearings before the Congress when it was explained that UNRRA is a service agency to assist the liberated countries, to the extent that they may need outside help, in meeting their immediate needs of relief and rehabilitation supplies and services. UNRRA will engage in direct distribution within a liberated area only to the extent it is requested to do so by the military authorities or the government of a particular area. In general it will be UNRRA's policy to turn over supplies to the governments or authorities of the liberated areas for distribution through ordinary channels of commerce wherever practicable and consistent with a fair distribution of essential goods, and to use local currency proceeds realized from the sale of such supplies to finance its expenditures within those areas.

During the past year UNRRA has been preparing for this job—outlining and attacking the problems of logistics, the assembling of and preparing to transport an international pool of supplies; assembling and training personnel for the international task force which will help the liberated nations wage the battle for health and the well being of their people; formulating the tactics of joint operations by the national governments, the civil affairs branches of the military forces and UNRRA in each liberated area.

Actual supply operations by UNRRA have not yet begun in the field, although they are likely to begin shortly in some areas. Emergency needs in liberated areas are still being met only from military relief supplies.

## UNRRA In Action

UNRRA has, however, directly or indirectly, arrangements in process for procurement of hundreds of millions of dollars' worth of supplies in the United States, Canada, the United Kingdom, Brazil, and other countries. Many of UNRRA's needs in the United States may be met from supplies stocked for Army or lend-lease needs when military requirements in the European theater decline. Other UNRRA needs will be met out of current production in this and other countries.

A staff of 600 has been recruited, trained, and organized for work in Greece, Yugoslavia, and Albania, and a small staff recruited for operations in western and eastern Europe. A considerable number of UNRRA officers is now assisting the military authorities in relief operations in Greece. UNRRA has arranged for aid to the Civil Affairs officers of SHAEF during the period of military responsibility for civilian relief in western European areas, particularly in relation to displaced persons and health, and UNRRA officers are now assigned to SHAEF in France, Belgium, Luxembourg, and the Netherlands. It has taken over from the British Army the operation of refugee camps in the Middle East for some 50,000 Greek and Yugoslav refugees (see Table IV). It has sent a field mission to Italy to initiate the limited program of aid recently authorized by the UNRRA Council to mothers and children and displaced persons, together with the provision of some medical supplies. It is also sending a mission to Ethiopia to provide aid to the victims of fascist aggression there. A delegation is preparing to

WAR REFUGEE CAMPS OPERATED BY UNRRA

Location	Population, May 1944	Estimated population, September 1944	Predominant nationalities
Aleppo (Northern Syria) . . . . .	972	1,000	Greeks, Italians.
El Shatt (100 miles east of Cairo) . . . . .	18,314	25,000	Yugoslavs, Albanians.
Khatatba (Northern Egypt) . . . . .	5,371	9,500	Yugoslavs.
Moses Wells (100 miles east of Cairo) . . . . .	2,849	5,000	Greeks.
Nuscirat (60 miles south of Tel-Aviv) . . . . .	9,049	12,000	Greeks.
Tolumbat (12 miles east of Alexandria) . . . . .	690	1,000	Greeks, Yugoslavs.
TOTAL . . . . .	37,245	53,500	

On May 1, 1944, UNRRA assumed the financial and administrative responsibilities of the Middle East Relief and Refugee Administration, a British organization, for the maintenance and operation of the above camps. UNRRA also absorbed the personnel and functions of MERRA.

In addition, UNRRA has taken over the Philippeville Camp in Algeria and a Camp at Casablanca, French Morocco, to take care of future war refugees coming into North Africa. Discussions are in progress for UNRRA to take over in the near future responsibility for refugee camps in Italy now operated by the military.

Table IV

go into liberated Poland to arrange for shipment and receipt of relief supplies. Missions are being prepared for as early entrance as practicable into Czechoslovakia and Norway.

In the Far East UNRRA preparations have also gone forward. UNRRA has assisted the Chinese Government's Commission on Planning and Investigating Relief and Rehabilitation and has sent a mission to Australia and New Zealand to explore supply possibilities in these countries and confer with the military command in the theater of relief requirements in liberated territory. UNRRA field offices are in the process of establishment at Sydney, Australia, and Chungking, China.

### Allocations and Procurement

In accordance with resolutions adopted by its Council, UNRRA presents over-all requirements for liberated areas to the existing inter-governmental agencies concerned with the allocation of supplies and shipping better known as the Combined Boards. The Combined Boards (Combined Production and Resources Board, Combined Food Board, Combined Raw Materials Board, and Combined Shipping Adjustment Board) review these requests with a view to coordinating the requirements of liberated areas with the requirements of the military authorities and of the civilian economy in the United States and in other parts of the world and indicate where commodities in short supply may be obtained in the world market. Meanwhile UNRRA's requirements are submitted to FEA which clears them with the allocating and supplying agencies of the United States. The United States' position as to source of supply is then submitted to the Combined Boards. The amounts of commodities in short supply which are finally made available to meet UNRRA's requirements depend on available stockpiles, the needs of other claimants, and the cooperation of the governments of the supplying countries. However, if the Combined Boards conclude that supply problems are not sufficiently difficult to warrant combined determination of source of supply, UNRRA makes its own determination as to the countries in which it desires to procure the commodities.

Having received either a determination from the Combined Boards designating the United States as a source of supply or, having decided to obtain in the United States commodities for which the Combined Boards have indicated that combined determination of source of supply is not warranted, UNRRA utilizes the facilities of FEA, in accordance with the President's Executive Order, to initiate procurement in the United States. If supplies are available from existing lend-lease, Army, or other Government stocks, they are procured from these sources; if these prove inadequate, requests are placed with the Procurement Division of the Treasury Department, the Department of Agriculture, or other Government agencies. The UNRRA appropriation is charged for all supplies provided through FEA.

### Personnel

After its creation, one of the immediate major problems which confronted UNRRA was to establish a functioning organization. To meet its personnel requirements, UNRRA initiated a program to organize what is in effect an international civil service and established training centers in the United States, at the University of Maryland, and on a more limited scale in England and Egypt. The basic salary policy which UNRRA has followed in recruiting its personnel has been to pay on a salary scale comparable to that prevailing in the countries where its offices are located.

As of September 30, UNRRA personnel located at the Headquarters Office in Washington, the European Regional Office in London, and in Egypt, France, Greece, Italy, North Africa, and elsewhere numbered approximately 1,700. In addition, arrangements have been made for personnel provided by voluntary relief organizations to participate with UNRRA's welfare officers in furnishing relief services and strengthening local relief and welfare organizations. In the Middle East alone 266 persons of 23 organizations, including the YMCA, the American Red Cross, and Boy Scouts and Girl Scouts are serving in cooperation with UNRRA.

## Chapter 4

### POLICY DECISIONS AT MONTREAL

#### Aid for Italy

Provision of limited relief by UNRRA to the victims of war in devastated Italy was one of the most important policy decisions made during the second session of the UNRRA Council, held at Montreal from September 16 to September 26, 1944.

The action taken by the Council makes available medical and sanitary aid and supplies to liberated Italians. It also provides for the care of pregnant women, nursing mothers and children, and for assistance in returning Italians to the homes from which they were driven. Expenditures for UNRRA programs in Italy were limited to \$50,000,000 by the Council.

#### Approval of United States and Indian Recommendation

The United States Congress recommended in the Joint Resolution authorizing United States participation in UNRRA last March that, insofar as funds and facilities permit, any area important to the military operations of the United Nations which is stricken by famine or disease may be included in the benefits to be made available through UNRRA. The Legislative Assembly of India made a similar recommendation in ratifying the UNRRA Agreement. On the motion of the United States Delegation, seconded by the Delegation of India, the UNRRA Council adopted at Montreal a resolution to accord with this recommendation.

#### Other Action

In the case of enemy or ex-enemy areas, UNRRA was authorized to conduct operations in such areas in order to prevent epidemics.

Aid was authorized for United Nations nationals found in enemy or ex-enemy areas and assistance was also authorized for persons of any nationality in liberated or in enemy or ex-enemy areas whose race, religion or opposition to the Axis caused them to be driven from their homes.

Resolutions were adopted defining more precisely UNRRA's responsibilities with respect to displaced persons located in territory never occupied by the enemy and UNRRA was authorized under certain circumstances

to assist in the removal of persons of enemy or ex-enemy nationality who have been intruded into liberated areas.

Other important policy actions taken by the Council at Montreal included: acceptance of the reservations and declarations made last March by the United States Congress when authorizing United States participation in UNRRA; decision that special weight and urgency shall be given to the needs of those countries in which the extent of devastation and suffering is greater and has resulted from hostilities and enemy occupation and active resistance in the struggle against the enemy; approval of bases of requirements for liberated European countries; authorization of extension of UNRRA aid to the liberated inhabitants of the Dodecanese islands; authorization to admit Denmark to participation in UNRRA "under such conditions as the Central Committee of UNRRA deems appropriate"; approval in principle of preliminary drafts of amending conventions<sup>1</sup> to the International Sanitary Conventions which relate to exchange of epidemiological information and for quarantine measures in connection with international maritime and air travel (among other things the proposed conventions provide for the assumption for a limited period by UNRRA of the functions of the International Office of Public Health with reference to these matters); adding India to Committee on Supplies of the Council; approval of an administrative budget for 1945 of \$11,500,000 of which \$4,000,000 is to be carried over from the unexpended amount of the administrative budget for 1944; approval of the appointment of auditors for UNRRA.

<sup>1</sup> It will be necessary to submit any conventions agreed upon to the United States Senate for its advice and consent before the conventions are brought into force as to the United States.

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**ACTIONS TAKEN BY MEMBER GOVERNMENTS OF UNRRA <sup>1</sup>**

Signatories to UNRRA agreement	Status of UNRRA agreement	Contributions to UNRRA			
		For 1944 administrative expenses			For operations
		Allocation	Collection	Unpaid balance	
Australia	( <sup>2</sup> )	\$150,000		<sup>3</sup> \$150,000	£12,000,000 (U. S. \$38,600,000) appropriation bill in progress; approximately one percent of national income.
Belgium	( <sup>2</sup> )	100,000	\$100,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Bolivia		10,000		<sup>3</sup> 10,000	
Brazil	( <sup>2</sup> )	150,000	150,000		600,000,000 cruzeiros (U. S. \$30,000,000) appropriated; approximately one percent of estimated (unofficial) national income.
Canada	( <sup>2</sup> )	300,000	300,000		\$77,000,000 (U. S. \$70,000,000); approximately one percent of national income.
Chile		20,000		20,000	
China	( <sup>2</sup> )	500,000	500,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Colombia	( <sup>4</sup> )	30,000		<sup>3</sup> 30,000	Government to request initial appropriation at next session of National Congress, November 1944.
Costa Rica	( <sup>2</sup> )	5,000		5,000	Request for appropriation in preparation.
Cuba		20,000	20,000		
Czechoslovakia	( <sup>2</sup> )	100,000	100,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Dominican Republic	( <sup>2</sup> )	5,000	5,000		
Ecuador		5,000		5,000	
Egypt	( <sup>2</sup> )	70,000	70,000		Request for appropriation in preparation.
El Salvador	( <sup>2</sup> )	5,000	5,000		
Ethiopia	( <sup>2</sup> )	5,000	5,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
French Provisional Government	( <sup>2</sup> )	400,000	400,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Greece	( <sup>2</sup> )	50,000	50,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Guatemala	( <sup>2</sup> )	5,000	5,000		
Haiti	( <sup>2</sup> )	5,000	5,000		
Honduras	( <sup>2</sup> )	5,000	5,000		
Iceland	( <sup>2</sup> )	5,000	5,000		
India	( <sup>2</sup> )	400,000	400,000		\$250,000 paid on account. Appropriation to be requested at next session of Legislative Assembly, commencing Nov. 1, 1944.
Iran		10,000		10,000	
Iraq		10,000		10,000	
Liberia	( <sup>2</sup> )	5,000	5,000		\$15,000 initial contribution paid.
Luxembourg	( <sup>2</sup> )	5,000	5,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Mexico	( <sup>2</sup> )	70,000	70,000		Government to request initial appropriation at current legislative session.
Netherlands	( <sup>2</sup> )	150,000	150,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
New Zealand	( <sup>2</sup> )	30,000	30,000		£2,600,000 (U. S. \$8,400,000) to be requested at current legislative session; approximately one percent of national income.
Nicaragua		5,000	5,000		
Norway	( <sup>2</sup> )	30,000	30,000		Home territory invaded and occupied by the enemy. <sup>4</sup>
Panama	( <sup>2</sup> )	5,000	5,000		Appropriation to be requested at next session of Legislative Assembly.
Paraguay		5,000		5,000	Request for appropriation in preparation.
Peru		25,000	25,000		
Philippines	( <sup>2</sup> )	5,000	5,000		Home territory invaded and occupied by the enemy. <sup>4</sup>

See footnotes at end of table on next page.

**ACTIONS TAKEN BY MEMBER GOVERNMENTS OF UNRRA—Continued**

Signatories to UNRRA agreement	Status of UNRRA agreement	Contributions to UNRRA			For operations
		For 1944 administrative expenses			
		Allocation	Collection	Unpaid balance	
Poland.....	( <sup>2</sup> )	\$100,000	\$100,000	.....	Home territory invaded and occupied by the enemy. <sup>4</sup> £250,000 (U. S. \$995,000) appropriated for fiscal year 1945; additional appropriation to be requested at next legislative session.
Union of So. Africa..	( <sup>2</sup> )	100,000	100,000	.....	
U. S. S. R.....	( <sup>2</sup> )	1,500,000	200,000	( <sup>5</sup> )	Home territory invaded and occupied by the enemy. <sup>4</sup> £80,000,000 (U. S. \$322,800,000) voted by Parliament; approximately one percent of national income.
United Kingdom....	( <sup>2</sup> )	1,500,000	1,500,000	.....	
United States.....	( <sup>2</sup> )	4,000,000	4,000,000	.....	\$1,350,000,000 authorized; approximately one percent of national income. \$450,000,000 appropriated and \$350,000,000 under transfer authority. 826,000 pesos (U. S. \$520,000) requested from legislature.
Uruguay.....	( <sup>6</sup> )	20,000	.....	<sup>6</sup> \$20,000	
Venezuela.....	( <sup>6</sup> )	10,000	10,000	.....	Home territory invaded and occupied by the enemy. <sup>4</sup>
Yugoslavia.....	( <sup>2</sup> )	70,000	5,000	65,000	
<b>TOTAL.....</b>		<b>10,000,000</b>	<b>8,370,000</b>	<b>1,630,000</b>	

<sup>1</sup> By October 1944. <sup>2</sup> Approved by appropriate legislative or other governmental action. <sup>3</sup> In process of being paid. <sup>4</sup> The Council recommended that contributions for operations be made by member governments whose home territory has not been occupied by the enemy. <sup>5</sup> Discussions are now proceeding with respect to the use of the administrative contribution of the Union of Soviet Socialist Republics. <sup>6</sup> In process of being approved by appropriate governmental action.

Table V

APPENDICES

Appendix I

UNRRA JOINT RESOLUTION

To enable the United States to participate in the work of the United Nations relief and rehabilitation organization.

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized to be appropriated to the President such sums, not to exceed \$1,350,000,000 in the aggregate, as the Congress may determine from time to time to be appropriate for participation by the United States (including contributions in funds or otherwise and all necessary expenses related thereto) in the work of the United Nations Relief and Rehabilitation Administration, established by an agreement concluded by the United Nations and Associated Governments on November 9, 1943, reading as follows:*

“AGREEMENT FOR UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

“The Governments or Authorities whose duly authorized representatives have subscribed hereto,

“Being United Nations or being associated with the United Nations in this war,

“Being determined that immediately upon the liberation of any area by the armed forces of the United Nations or as a consequence of retreat of the enemy the population thereof shall receive aid and relief from their sufferings, food, clothing and shelter, aid in the prevention of pestilence and in the recovery of the health of the people, and that preparation and arrangements shall be made for the return of prisoners and exiles to their homes and for assistance in the resumption of urgently needed agricultural and industrial production and the restoration of essential services,

“Have agreed as follows:

“ARTICLE I

“There is hereby established the United Nations Relief and Rehabilitation Administration.

“1. The Administration shall have power to acquire, hold, and convey property, to enter into contracts and undertake obligations, to designate

or create agencies and to review the activities of agencies so created, to manage undertakings and in general to perform any legal act appropriate to its objects and purposes.

"2. Subject to the provisions of Article VII, the purposes and functions of the Administration shall be as follows:

"(a) To plan, coordinate, administer, or arrange for the administration of measures for the relief of victims of war in any area under the control of any of the United Nations through the provision of food, fuel, clothing, shelter, and other basic necessities, medical and other essential services; and to facilitate in such areas, so far as necessary to the adequate provision of relief, the production and transportation of these articles and the furnishing of these services. The form of activities of the Administration within the territory of a member government wherein that government exercises administrative authority and the responsibility to be assumed by the member government for carrying out measures planned by the Administration therein shall be determined after consultation with and with the consent of the member government.

"(b) To formulate and recommend measures for individual or joint action by any or all of the member governments for the coordination of purchasing, the use of ships and other procurement activities in the period following the cessation of hostilities, with a view to integrating the plans and activities of the Administration with the total movement of supplies, and for the purpose of achieving an equitable distribution of available supplies. The Administration may administer such coordination measures as may be authorized by the member governments concerned.

"(c) To study, formulate, and recommend for individual or joint action by any or all of the member governments measures with respect to such related matters, arising out of its experience in planning and performing the work of relief and rehabilitation, as may be proposed by any of the member governments. Such proposals shall be studied and recommendations formulated if the proposals are supported by a vote of the Council, and the recommendations shall be referred to any or all of the member governments for individual or joint action if approved by unanimous vote of the Central Committee and by vote of the Council.

#### "ARTICLE II

##### "MEMBERSHIP

"The members of the United Nations Relief and Rehabilitation Administration shall be the governments or authorities signatory hereto and such other governments or authorities as may, upon application for membership, be admitted thereto by action of the Council. The Council may, if it desires, authorize the Central Committee to accept new members between sessions of the Council.

"Wherever the term 'member government' is used in this Agreement it shall be construed to mean a member of the Administration whether a government or an authority.

#### "ARTICLE III

##### "THE COUNCIL

"1. Each member government shall name one representative, and such alternates as may be necessary, upon the Council of the United Nations Relief and Rehabilitation Administration, which shall be the policy-making body of the Administration. The Council shall, for each of its sessions, select one of its members to preside at the session. The Council shall determine its own rules of procedure. Unless otherwise provided by the Agreement or by action of the Council, the Council shall vote by simple majority.

"2. The Council shall be convened in regular session not less than twice a year by the Central Committee. It may be convened in special session whenever the Central Committee shall deem necessary, and shall be convened within thirty days after request therefor by one-third of the members of the Council.

"3. The Central Committee of the Council shall consist of the representatives of China, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America, with the Director General presiding, without vote. Between sessions of the Council it shall, when necessary, make policy decisions of an emergency nature. All such decisions shall be recorded in the minutes of the Central Committee which shall be communicated promptly to each member government. Such decisions shall be open to reconsideration by the Council at any regular session or at any special session called in accordance with Article III, paragraph 2. The Central Committee shall invite the participation of the representative of any member government at those of its meetings at which action of special interest to such government is discussed. It shall invite the participation of the representative serving as Chairman of the Committee on Supplies of the Council at those of its meetings at which policies affecting the provision of supplies are discussed.

"4. The Committee on Supplies of the Council shall consist of the members of the Council, or their alternates, representing those member governments likely to be principal suppliers of materials for relief and rehabilitation. The members shall be appointed by the Council, and the Council may authorize the Central Committee to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council. The Committee on Supplies shall consider, formulate, and recommend to the Council and the Central Committee policies designed to assure the provision of required supplies. The Central Committee shall from time to time meet with the Committee on Supplies to review policy matters affecting supplies.

"5. The Committee of the Council for Europe shall consist of all the members of the Council, or their alternates, representing member governments of territories within the European area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the European area as shall be

appointed by the Council; the Council may authorize the Central Committee to make these appointments in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council. The Committee of the Council for the Far East shall consist of all the members of the Council, or their alternates, representing member governments of territories within the Far Eastern area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the Far Eastern area as shall be appointed by the Council; the Council may authorize the Central Committee to make these appointments in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council. The regional committees shall normally meet within their respective areas. They shall consider and recommend to the Council and the Central Committee policies with respect to relief and rehabilitation within their respective areas. The Committee of the Council for Europe shall replace the Inter-Allied Committee on European Post-war Relief established in London on September 24, 1941, and the records of the latter shall be made available to the Committee for Europe.

"6. The Council shall establish such other standing regional committees as it shall consider desirable, the functions of such committees and the method of appointing their members being identical to that provided in Article III, paragraph 5, with respect to the Committees of the Council for Europe and for the Far East. The Council shall also establish such other standing committees as it considers desirable to advise it, and, in intervals between sessions of the Council, to advise the Central Committee. For such standing technical committees as may be established, in respect of particular problems such as nutrition, health, agriculture, transport, repatriation, and finance, the members may be members of the Council or alternates nominated by them because of special competence in their respective fields of work. The members shall be appointed by the Council, and the Council may authorize the Central Committee to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council. Should a regional committee so desire, subcommittees of the standing technical committees shall be established by the technical committees in consultation with the regional committees, to advise the regional committees.

"7. The travel and other expenses of members of the Council and of members of its committees shall be borne by the governments which they represent.

"8. All reports and recommendations of committees of the Council shall be transmitted to the Director General for distribution to the Council and the Central Committee by the secretariat of the Council established under the provisions of Article IV, paragraph 4.

#### "ARTICLE IV

##### "THE DIRECTOR GENERAL

"1. The executive authority of the United Nations-Relief and Rehabilitation Administration shall be in the Director General, who shall be appointed by the Council on the nomination by unanimous vote of the Central Committee. The Director General may be removed by the Council on recommendation by unanimous vote of the Central Committee.

"2. The Director General shall have full power and authority for carrying out relief operations contemplated by Article I, paragraph 2 (a), within the limits of available resources and the broad policies determined by the Council or its Central Committee. Immediately upon taking office he shall in conjunction with the military and other appropriate authorities of the United Nations prepare plans for the emergency relief of the civilian population in any area occupied by the armed forces of any of the United Nations, arrange for the procurement and assembly of the necessary supplies and create or select the emergency organization required for this purpose. In arranging for the procurement, transportation, and distribution of supplies and services, he and his representatives shall consult and collaborate with the appropriate authorities of the United Nations and shall, wherever practicable, use the facilities made available by such authorities. Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General. The powers and duties of the Director General are subject to the limitations of Article VII.

"3. The Director General shall also be responsible for the organization and direction of the functions contemplated by Article I, paragraphs 2 (b) and 2 (c).

"4. The Director General shall appoint such Deputy Directors General, officers, expert personnel, and staff at his headquarters and elsewhere, including field missions, as he shall find necessary, and he may delegate to them such of his powers as he may deem appropriate. The Director General, or upon his authorization the Deputy Directors General, shall supply such secretariat and other staff and facilities as shall be required by the Council and its committees, including the regional committees and subcommittees. Such Deputy Directors General as shall be assigned special functions within a region shall attend meetings of the regional standing committee whenever possible and shall keep it advised on the progress of the relief and rehabilitation program within the region.

"5. The Director General shall make periodic reports to the Central Committee and to the Council covering the progress of the Administration's activities. The reports shall be made public except for such portions as the Central Committee may consider it necessary, in the interest of the United Nations, to keep confidential; if a report affects the interests of a member government in such a way as to render it questionable whether it should

be published, such government shall have an opportunity of expressing its views on the question of publication. The Director General shall also arrange to have prepared periodic reports covering the activities of the Administration within each region and he shall transmit such reports with his comments thereon to the Council, the Central Committee, and the respective regional committees.

"ARTICLE V

"SUPPLIES AND RESOURCES

"1. In so far as its appropriate constitutional bodies shall authorize, each member government will contribute to the support of the Administration in order to accomplish the purposes of Article I, paragraph 2 (a). The amount and character of the contributions of each member government under this provision will be determined from time to time by its appropriate constitutional bodies. All such contributions received by the Administration shall be accounted for.

"2. The supplies and resources made available by the member governments shall be kept in review in relation to prospective requirements by the Director General, who shall initiate action with the member governments with a view to assuring such additional supplies and resources as may be required.

"3. All purchases by any of the member governments, to be made outside their own territories during the war for relief or rehabilitation purposes, shall be made only after consultation with the Director General, and shall, so far as practicable, be carried out through the appropriate United Nations agency.

"ARTICLE VI

"ADMINISTRATIVE EXPENSES

"The Director General shall submit to the Council an annual budget, and from time to time such supplementary budgets as may be required, covering the necessary administrative expenses of the Administration. Upon approval of a budget by the Council the total amount approved shall be allocated to the member governments in proportions to be determined by the Council. Each member government undertakes, subject to the requirements of its constitutional procedure, to contribute to the Administration promptly its share of the administrative expenses so determined.

"ARTICLE VII

"Notwithstanding any other provision herein contained, while hostilities or other military necessities exist in any area, the Administration and its Director General shall not undertake activities therein without the consent of the military command of that area, and unless subject to such control as the command may find necessary. The determination that such hostilities or military necessities exist in any area shall be made by its military commander.

"ARTICLE VIII

"AMENDMENT

"The provisions of this Agreement may be amended as follows:

"a. Amendments involving new obligations for member governments shall require the approval of the Council by a two-thirds vote and shall take effect for each member government on acceptance by it;

"b. Amendments involving modification of Article III or Article IV shall take effect on adoption by the Council by a two-thirds vote, including the votes of all the members of the Central Committee;

"c. Other amendments shall take effect on adoption by the Council by a two-thirds vote.

"ARTICLE IX

"ENTRY INTO FORCE

"This Agreement shall enter into force with respect to each signatory on the date when the Agreement is signed by that signatory, unless otherwise specified by such signatory.

"ARTICLE X

"WITHDRAWAL

"Any member government may give notice of withdrawal from the Administration at any time after the expiration of six months from the entry into force of the Agreement for that government. Such notice shall take effect twelve months after the date of its communication to the Director General subject to the member government having met by that time all financial, supply, or other material obligations accepted or undertaken by it."

Sec. 2. Amounts appropriated under this resolution shall be expended under the direction of the President pursuant to section 1 hereof. The President shall submit to the Congress quarterly reports of expenditures made under any such appropriations and of operations under the Agreement.

Sec. 3. In the adoption of this joint resolution the Congress expresses its approval of and reliance upon the policy adopted by the United Nations Relief and Rehabilitation Administration at the first session of the Council, summarized in paragraph 11 of Resolution Numbered 12, and reading as follows:

"11. The task of rehabilitation must not be considered as the beginning of reconstruction—it is coterminous with relief. No new construction or reconstruction work is contemplated, but only rehabilitation as defined in the preamble of the Agreement. Problems, such as unemployment, are important, but not determining factors. They are consequences and, at the same time, motives of action. The Administration cannot be called upon to help restore continuous employment in the world."

SEC. 4. In expressing its approval of this joint resolution, it is the recommendation of Congress that insofar as funds and facilities permit, any area (except within enemy territory and while occupied by the enemy) important to the military operations of the United Nations which is stricken by famine or disease may be included in the benefits to be made available through the United Nations Relief and Rehabilitation Administration.

SEC. 5. No amendment under article VIII (a) of the agreement involving any new obligation for the United States shall be binding upon the United States without approval by joint resolution of Congress.

SEC. 6. In adopting this joint resolution the Congress does so with the following reservation:

That in the case of the United States the appropriate constitutional body to determine the amount and character and time of the contributions of the United States is the Congress of the United States.

SEC. 7. In adopting this joint resolution the Congress does so with the following reservation:

That it is understood that the provision in paragraph 11 of resolution numbered 12 adopted at the first session of the council, referred to in section 3 of this joint resolution and reading "The task of rehabilitation must not be considered as the beginning of reconstruction—it is coterminous with relief," contemplates that rehabilitation means and is confined only to such activities as are necessary to relief.

SEC. 8. In adopting this joint resolution the Congress does so with the following reservation:

That the United Nations Relief and Rehabilitation Administration shall not be authorized to enter into contracts or undertake or incur obligations beyond the limits of appropriations made under this authorization and by other countries and receipts from other sources.

SEC. 9. The authorization contained in this joint resolution shall expire on June 30, 1946.

Public Law 267—78th Congress.

Approved March 28, 1944.

## Appendix II

### UNRRA PARTICIPATION APPROPRIATION ACT, 1945

SEC. 201. To enable the President to carry out the provisions of the Act of March 28, 1944 (Public Law 267), and for each and every purpose incident thereto or necessary therefor, \$450,000,000, not to exceed \$21,700,000 shall be available for procurement of sixty-one million seven hundred thousand pounds of domestic raw wool, or such amount of domestic raw wool as the foregoing sum will purchase, from stock piles of the United States Government existing on the date of the approval of this Act and not to exceed \$43,200,000 shall be available for procurement of three hundred and forty-five thousand five hundred bales of domestic cotton, or such amount of domestic cotton as the foregoing sum will pur-

chase, owned by the Commodity Credit Corporation, to be available immediately and to remain available until June 30, 1946: *Provided*, That (1) any sums allocated by the President to any executive department, independent establishment, or agency for any of the purposes hereof, from funds appropriated by or authorized to be expended under this title or from funds made available by the United Nations Relief and Rehabilitation Administration, may be expended without regard to those provisions of law waived by law with respect to the expenditure of Government funds by such department, independent establishment, or agency; (2) the appropriations, funds, or accounts of any executive department, independent establishment, or agency shall be reimbursed or credited from sums allocated hereunder, except as hereinafter provided, for any supplies or services procured from such appropriations or funds or by use of such accounts and furnished for any of the purposes hereof; and (3) any supplies or services procured from funds appropriated by or authorized to be expended under this title may be retained by or transferred to any executive department, independent establishment, or agency, and said funds shall be reimbursed from payments made in return therefor by such department, independent establishment, or agency: *Provided further*, That any officer or employee of any executive department, independent establishment, or agency who is detailed to the United Nations Relief and Rehabilitation Administration and compensated hereunder, either directly or by reimbursement of applicable appropriations or funds, shall, while so detailed, retain and be entitled to the rights, benefits, privileges, and status of an officer or employee of the United States and of the department, independent establishment, or agency from which detailed.

SEC. 202. In addition to the sum appropriated by section 201 of this title, any supplies, services, or funds available for disposition or expenditure by the President under the Act of March 11, 1941, as amended (22 U. S. C. 411-419), and Acts supplementary thereto, may be disposed of or expended by the President to carry out the provisions of the Act of March 28, 1944, without reimbursement of the appropriations from which such supplies or services were procured or such funds were provided: *Provided*, That the supplies, services, and funds disposed of or expended, under the authority of this section shall not exceed a total value, as determined under regulations to be approved by the President of \$350,000,000 and shall be charged to the amount authorized to be appropriated by said Act of March 28, 1944: *Provided further*, That the authority granted by this section shall not become effective until the United States Joint Chiefs of Staff shall have issued a certification that the state of the war permits the exercise of such authority and the utilization of lend-lease supplies, services, or funds for the purposes of section 201 of this title; and after such certification such utilization shall be upon the determination of the Administrator of the Foreign Economic Administration.

SEC. 203. This title may be cited as "United Nations Relief and Rehabilitation Administration Participation Appropriation Act, 1945".

Public Law 382—78th Congress, Title II.

Approved June 30, 1944.

### Appendix III

#### EXECUTIVE ORDER NO. 9453 PROVIDING FOR THE PARTICIPATION BY THE UNITED STATES IN THE WORK OF THE UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

By virtue of the authority vested in me as President of the United States by the Constitution and statutes, and in order to facilitate the participation of the United States in the work of the United Nations Relief and Rehabilitation Administration, it is hereby ordered as follows:

1. Subject to such policies and directions as the President may from time to time prescribe, the Administrator of the Foreign Economic Administration is authorized and directed to exercise and perform, through any Executive department, independent establishment, or agency, all the functions and authority with respect to the expenditure of funds, and the provision of supplies and services related thereto, vested in the President by Public Law 267, approved March 28, 1944, and the United Nations Relief and Rehabilitation Administration Participation Appropriation Act, 1945.

2. Subject to the provisions of the Agreement for United Nations Relief and Rehabilitation Administration, concluded November 9, 1943, the United States representative on the Council of the United Nations Relief and Rehabilitation Administration, as named by the President, shall designate or arrange for the designation of United States alternates on the Council, and of United States members and alternates on committees and subcommittees of the Council.

3. All activities of the United States Government pertaining to its participation and membership in the United Nations Relief and Rehabilitation Administration shall be carried on in conformity with the foreign policy of the United States as defined by the Secretary of State.

FRANKLIN D. ROOSEVELT.

THE WHITE HOUSE,  
July 6, 1944.

### Appendix IV

#### THE PRESIDENT'S LETTER TO THE FEA ADMINISTRATOR OUTLINING FEA'S RESPONSIBILITIES IN THE WORK OF UNRRA

Honorable LEO T. CROWLEY,  
*Administrator, Foreign Economic Administration, Washington, D. C.*

MY DEAR MR. CROWLEY: I have today signed an Executive order relating to participation by the United States in the work of the United Nations Relief and Rehabilitation Administration. In the performance of your responsibilities under that order, you will operate under the provisions of the United Nations Relief and Rehabilitation Administration Agreement of November 9, 1943, and Resolutions thereunder of Public Law 267 of March 28, 1944, and of the United Nations Relief and Rehabilitation Administration Participation Appropriation Act, 1945.

The success of UNRRA depends to a large extent upon the successful execution of the important functions of the Foreign Economic Administration which has a major part in assuring that UNRRA has available to it, when needed, the essential supplies, services, and funds.

We should furnish every possible assistance to the Director General of UNRRA in his discharge of the duties which the Council has assigned to him in accordance with the Agreement. Those duties include the determination of relief and rehabilitation needs, the preparation of requests for supplies, the distribution of supplies and services among liberated peoples, and accounting for the use of resources contributed by member Nations.

I have already stressed to the United States allocating agencies the importance of relief and rehabilitation programs. It is of great importance, as a matter of national policy, that there be available in all liberated areas those supplies that will be necessary for the health and welfare of peoples in those areas. The supplies and services contributed by the United States through UNRRA are intended to help them to help themselves. In accordance with that policy, I am sure you will recognize in all your work relative to UNRRA the major significance of its needs and will press their importance throughout your Administration and with the allocating, procurement, and other agencies assisting in the work.

You will provide at UNRRA's request supplies and services for the relief of victims of war in accordance with the Agreement, Council Resolutions, and applicable laws of the United States, so long as such requests do not unduly dislocate the other supply programs with which FEA is concerned.

Beyond the point of transfer or delivery of supplies, services, and funds from the United States to UNRRA, we should look to the United States representative on the Council to assure propriety, consistency, and efficiency in the administration of this relief and rehabilitation program. The Director General will make periodic reports to the Central Committee and to the Council covering the progress of UNRRA's activities, which reports

will be available to you. In case you need additional reports, you should arrange with the United States representative to obtain them for you.

The bulk of the United States contribution will, of course, be expended for United States supplies and services. Each member Nation, however, is requested under one of the UNRRA Resolutions to furnish at least 10 percent of its contribution in such form of currency as can be expended outside of the contributing country. Since the Congress has made a direct appropriation of \$450,000,000 to enable the United States to participate in the work of the UNRRA, it is expected that you will transfer up to \$45,000,000 to the Director General at his request and up to \$35,000,000 additional when the transfer authority of \$350,000,000 provided by Sec. 202 of the Appropriation Act becomes operative, as hereinafter indicated. In the event that UNRRA should request the transfer of funds for such purposes in excess of the amounts provided for above, you are authorized to make such further direct transfers as you deem advisable.

Under another Resolution of the Council, I am informed, the United States' share of the UNRRA administrative expenses for the period ending December 31, 1944, is \$4,000,000. You should accordingly transfer this sum at once to the Director General. Additional funds should be provided for this purpose for succeeding periods as the Council shall recommend.

All United States funds transferred to UNRRA will be expended at the discretion of the Director General in accordance with the broad policies determined by the Council or its Central Committee.

I will want to consult with you, as developments dictate, prior to the transfer of supplies, services, or funds under the provisions of Sec. 202 of the United Nations Relief and Rehabilitation Administration Participation Appropriation Act, 1945.

The success of the UNRRA program will depend upon the good faith and generous assistance of each member Nation. In the case of the United States, I know that I can count upon you to serve as guide, counsel, and friend to the United Nations Relief and Rehabilitation Administration. Sincerely yours,

The White House,  
July 6, 1944.

[s] FRANKLIN D. ROOSEVELT.

### Appendix V

## UNITED STATES REPRESENTATION ON UNRRA COUNCIL AND ITS COMMITTEES

Member of the Council  
The Honorable Dean Acheson,  
Assistant Secretary of State  
Central Committee  
The Honorable Dean Acheson,  
Assistant Secretary of State

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Committee of the Council for Europe  
The Honorable John G. Winant,  
United States Ambassador to Great Britain

#### Alternates

E. F. Penrose,  
Special Assistant,  
American Embassy, London

Walter Thayer,  
Mission for Economic Affairs,  
American Embassy, London

Avery F. Peterson,  
Second Secretary,  
American Embassy, London

Montgomery H. Colladay,  
Second Secretary,  
American Embassies to the Governments-in-Exile, London

Committee of the Council for the Far East

Abbot Low Moffat,  
Chief, Division of Southwest Pacific Affairs, and Adviser, War  
Areas Economic Division,  
Department of State

#### Alternates

John Carter Vincent,  
Chief, Division of Chinese Affairs,  
Department of State

Augustus Sabin Chace,  
Foreign Service Officer (Division of Chinese Affairs),  
Department of State

E. D. Hester,  
Economic Adviser to the United States High Commissioner to  
the Philippine Islands

Committee on Supplies

Rupert Emerson,  
Director, Liberated Areas Branch,  
Foreign Economic Administration

#### Alternates

James A. Stillwell,  
Adviser, War Areas Economic Division,  
Department of State

Wayne G. Jackson,  
Deputy Director of Office of Wartime Economic Affairs,  
Department of State

Committee on Capacity to Pay

Harry D. White,  
Assistant to the Secretary of the Treasury

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Committee on Financial Control  
 The Honorable Dean Acheson (Chairman),  
 Assistant Secretary of State  
 Harold Glasser  
 Assistant Director, Division of Monetary Research,  
 Treasury Department  
 Harry W. Kurth,  
 Chief, Division of Budget and Finance,  
 Department of State  
 Audit Subcommittee (not yet organized)  
 L. W. A'Hearn,  
 Assistant Administrator,  
 Foreign Economic Administration  
 Standing Technical Committee on Agriculture  
 Leslie A. Wheeler,  
 Director, Office of Foreign Agricultural Relations,  
 Department of Agriculture  
 Alternates  
 Herbert W. Parisius,  
 Director, Office of Food Programs,  
 Foreign Economic Administration  
 Raymond T. Moyer,  
 Office of Foreign Agricultural Relations,  
 Department of Agriculture  
 Dr. Lois Bacon,  
 Office of Foreign Agricultural Relations,  
 Department of Agriculture  
 Standing Technical Committee on Displaced Persons  
 George L. Warren (Chairman),  
 Adviser on Refugees and Displaced Persons,  
 Office of Wartime Economic Affairs,  
 Department of State  
 Otis E. Mulliken,  
 Chief, Division of International Labor, Social and Health  
 Affairs,  
 Department of State  
 Alternates  
 Mrs. Eleanor Lansing Dulles,  
 Division of Financial and Monetary Affairs,  
 Department of State  
 Charles F. Remer,  
 Adviser on Far Eastern Investment and Finance,  
 Division of Financial and Monetary Affairs,  
 Department of State  
 Standing Technical Committee on Health  
 Dr. Thomas Parran,  
 Surgeon General,  
 United States Public Health Service

Alternate  
 Dr. Martha M. Eliot,  
 Associate Chief, Children's Bureau,  
 Department of Labor  
 Standing Technical Committee on Industrial Rehabilitation  
 Rupert Emerson,  
 Director, Liberated Areas Branch,  
 Foreign Economic Administration  
 Standing Technical Committee on Welfare  
 Mrs. Ellen S. Woodward,  
 Member, Social Security Board  
 Alternates  
 Miss Jane Hoey,  
 Director, Bureau of Public Assistance,  
 Social Security Board  
 Otis E. Mulliken,  
 Chief, Division of International Labor, Social and Health  
 Affairs,  
 Department of State  
 Standing Technical Subcommittee on Agriculture for Europe  
 Loyd V. Steere,  
 Agricultural Attaché,  
 American Embassy, London  
 Standing Technical Subcommittee on Displaced Persons for Europe  
 Charles Hogan,  
 Mission for Economic Affairs,  
 American Embassy, London  
 Standing Technical Subcommittee on Health for Europe  
 Dr. Ralph Gregg,  
 Senior Surgeon,  
 United States Public Health Service,  
 American Embassy, London  
 Standing Technical Subcommittee on Industrial Rehabilitation for Europe  
 Wilner V. Sundelson,  
 Mission for Economic Affairs,  
 American Embassy, London  
 Standing Technical Subcommittee on Welfare for Europe  
 Mrs. Edith T. Denhardt,  
 Special Assistant,  
 American Embassy, London  
 The Subcommittees for the Far East of the Standing Technical Committees had not been organized as of September 30, 1944.

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IMPORTANT ACTIONS RELATING TO DISPLACED PERSONS TAKEN AT

THE SECOND SESSION OF THE UNRRA COUNCIL, MONTREAL,

September 16-26, 1944

1. A set of working principles was adopted relating to the responsibility which UNRRA may assume, if requested, for the care and repatriation of nationals of the United Nations found in United Nations areas never occupied by the enemy.
2. UNRRA outlined the responsibility it would be willing to undertake, if requested, in the matter of intruded enemy nationals found in liberated United Nations areas.
3. It was made clear that UNRRA's assistance in care and repatriation might, if requested by the government of a liberated country, be extended to persons of enemy nationality who had been persecuted because of race, creed or activities on behalf of the United Nations and who were found in that liberated territory.
4. Included within the activities that UNRRA is henceforward authorized to undertake in enemy territory, provision is made for the care of the persons mentioned in No. 3 above. This, of course, includes both those who have returned from abroad and those who have never left.
5. Included within the activities that UNRRA may undertake in Italy is provision made for work with displaced persons. However, it should be noted that the total financial commitment is only \$50,000,000, that the supplies will be limited to food for children and pregnant women and to medical supplies, and that the Italian displaced people constitute the overwhelming need among the displaced people of all sorts.
6. The Greeks on the Dodecanese Islands are to be counted as United Nations nationals. The question of Yugoslav interests in the Italian islands in the North Adriatic is left open, as is the question of the Polish minority in East Germany.
7. At the instance of the Cuban delegate, an ad hoc subcommittee of the Technical Standing Committee on Displaced Persons was appointed to advise the Committee on the problems of displaced persons in the Western Hemisphere. This was one of three proposals of the Cuban delegate which betokened a special interest in finding assistance in

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the care and repatriation of the pre-war displaced persons in Latin America. The other two proposals, which failed of inclusion in the agenda, were (a) a proposal to investigate the unblocking of foreign funds in the Western Hemisphere and the use thereof in resettlement, and (b) a proposal to declare the Jewish people to be a United Nation.

3. The British representative on the Technical Standing Committee on Displaced Persons, Sir George Rendell -- apparently concerned lest the Montreal tendency to extend, at least on paper, the responsibilities of UNRRA in the field of displaced persons should continue -- proposed at the end a precise classification of those groups of displaced persons for whom alone responsibility was being assumed. His classifications were not adopted at the time, in considerable measure because the Chairman of the Technical Standing Committee on Displaced Persons, Mr. George L. Warren of the State Department, felt that they were too restrictive in the light of UNRRA actions at Atlantic City and Montreal. The matter was left in this way, that the Technical Standing Committee in Washington and its subcommittee in London were asked to develop a precise guide for the benefit of the administration.

Patrick Murphy Malin

## Nations Plan Means To Feed War Refugees

Each Country Asked To Assist Nationals Of Other Lands

MONTREAL, Sept. 21. (AP)—Eight United Nations of Europe are now circulating a multilateral agreement to care for each other's nationals until they can return home following the collapse of Germany, a United Nations relief and rehabilitation official said today.

"For example," he told a press conference, "under the agreement France, if she has 200,000 Poles and Czechs in her territory, will give them the same treatment she gives Frenchmen, until they can be returned to their home nations."

These nations also agree to admit repatriation committees from other countries, so that for instance, Poles can determine who are actually Poles to be returned home and similarly in Poland, French can identify the French who wish to return to France.

German army clothing stocks probably will be requisitioned for male Poles, Czechs, French, Dutch who are found in Germany, T. T. Scott, director of the Displaced Persons Committee of the European Council of UNRRA, said.

"We expect to find eight to ten million such men in Germany," he said.

He said the problem of feeding the United Nations nationals in Germany, during the first few weeks, would be particularly difficult.

"We will use whatever German food stocks we find," he said.

The eight nations, Scott said, are Norway, the Netherlands, Belgium, Luxembourg, Poland, France, Greece and Yugoslavia.

"And, of course, the Russians won't sign," he said.

UNRRA also faces the problem of bombed out Germans. There is strong resistance among European delegates toward aid for Germans, although the council will discuss the expenditure of UNRRA funds within Germany should epidemics occur which might sweep into neighboring countries.

# UNRRA Officials Urge Speed On Europe 'Refugee' Problem

By Mary Hornaday

Staff Correspondent of The Christian Science Monitor

MONTREAL, Sept. 21 -- Safe and early return of 20,000,000 "displaced persons" to their European homelands after the war is a job that grows more stupendous in the eyes of United Nations Relief and Rehabilitation Administration officials as liberation proceeds.

Even while the 44-nation UNRRA Council in session here is debating its authority over former enemy nations, reports indicate that many of the 2,500,000 Germans in France and other countries already are altering back to the Reich behind the invading armies.

Humanitarians assembled here are concerned that many may be shot before they reach their homes.

Speaking at a plenary session of the UNRRA Council yesterday, Richard K. Law, Minister of State in the British Foreign Office, declared that displaced persons in Europe must be resettled without anarchy, without venom, and above all without partisanship.

He warned that unless UNRRA is able to achieve real international co-operation, the world "will probably be plunged into darkness again in our own lifetime."

Need for quick action on the displaced-persons problem also was voiced by M. H. L. Sleenberghe, Netherlands delegate.

One of the biggest jobs of UNRRA, when it is called into action by the military, will be to direct the orderly return of from 7,000,000 to 9,000,000 forced laborers moved into Germany as slave workers from France and the Lowlands.

Sound tracks and other devices now are being prepared in various languages to aid in this gigantic mass migration.

UNRRA's Committee on Displaced Persons is working in

close co-operation with the Intergovernmental Committee on Refugees, headed by Sir Herbert Emerson—who was Britain's high commissioner for refugees at the League of Nations—which will undertake permanent relocation of persons unable to return to their former homes for political or other reasons.

### Passports for Refugees

The Intergovernmental Committee is preparing to revive "Nansen passports" issued by the League of Nations for nationless refugees. Jews that were driven out of Germany in large numbers and deprived of their citizenship again will become Germans under the terms of the armistice, it is expected.

In an effort to get special consideration for the harassed Jews of Europe, the newly formed Hebrew nation yesterday, through Gustavo Gutierrez, Cuban delegate, asked a seat on the UNRRA Council. The request is not expected to be granted, since the nation has not been diplomatically recognized.

The estimate of 20,000,000 persons displaced in Europe does not include Poles banished into Russia or whose homes have been affected by changing Soviet-Polish borders.

Fearing a "scorched-earth" policy as German armies retire from the rest of their country, the Poles, through Jan Ciechanowski, Ambassador to the United States, asked the Council to request the Allied governments "to warn Germany to refrain from destruction of mining and industrial machinery in countries from which the German armies retire."

Disregard of this warning by Germany, they said, should be followed by restitution not only of manufacturing facilities, but of relief goods such as fuel, clothing, and footwear. The UNRRA Council

provided at its first Council meeting that Germany should furnish relief supplies to its victim nations where possible.

### Disappointment Voiced

Disappointment that UNRRA has not followed up its Atlantic City resolution for rehabilitation of school systems was voiced to the Council at its plenary session yesterday by Dr. Tingu F. Tsiang, Chinese Council member. Plans of this nature have been left to the international office of educational and cultural reconstruction, not yet officially joined by the United States.

A sentiment much was added to the meeting by C. A. Berendsen of New Zealand, who spoke of the recent noble attempt of New Zealand troops to liberate Greece. He requested that New Zealand's UNRRA contribution go first to Greece.

Hope that UNRRA will give more attention in the early future to the Far East was expressed by several delegates from that area, who approved plans for separate offices in China and Australia, announced by Director General Herbert H. Lehman.

A 1945 budget submitted to the Council by Director General Lehman indicated that UNRRA will spend at least \$1,000,000,000, of which 1 per cent will go for administrative expenses.

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### United Nations Ready to Send Aid to Balkans

U. N. R. R. A. to Assist Area  
as Soon as It Is Freed,  
Also to Help Dodecanese

By George Polk

MONTREAL, Sept. 23.—The United Nations Relief and Rehabilitation Administration will undertake international relief work in the Dodecanese Islands off Greece "almost any day now" and is ready to assume similar duties in the Balkans as soon as that area is fully liberated, L. B. Pearson, chairman, declared today.

Asserting that the U. N. R. R. A., which is meeting here, now is "out of the planning stage and ready for action," Mr. Pearson said that the Balkans will be the first major field of activity for the organization. A mission is going to Moscow soon to complete preparations for U. N. R. R. A.-Soviet co-operation in the area.

U. N. R. R. A. aid for the Dodecanese was assured when the conference committee on policy voted unanimously to send help to the islands, which are inhabited almost entirely by Greeks, although Italy technically is the governing power.

Discussion continued, meanwhile, on the subject of U. N. R. R. A. assistance for persons who have been displaced from their homes by the war. So far no definition has been agreed upon as to what type of war refugee is a "displaced person."

The committee on policy, which consists of the forty-four conference delegates constituting the U. N. R. R. A. council, also voted unanimous approval to use the organization's funds to care for and return to their homes "persons of other than United Nations nationality, or stateless persons," who have been forced to leave their homes "because of their race, religion or activities in favor of the United Nations." This resolution, which likewise will be formally approved early next week, brings into U. N. R. R. A. protection Jewish refugees of Axis nationality.

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UNRRA

New York Post  
SEP 23 1944

# Washington Memo

by Charles Van Devander and William O. Flayer Jr.

## Jewish Groups Seek Wider UNRRA Aid After U. S. Indorses Part of Program

Montreal, Sept. 23.

The U. S. plan adopted yesterday by the UNRRA Committee on Policy, whereby aid will be extended, regardless of nationality, to all persons forced to move into or within enemy territory because of race, religion or pro-Ally activities, went a long way toward meeting the special demands of Jewish interests represented here.

Previously, UNRRA aid had been limited to persons of United Nations origin, whether found in friendly or enemy territory; and one of the Jewish leaders' biggest concerns had been UNRRA's inability, for example, to help a German Jew who had been transported from one part of Germany to another as a slave-laborer.

The U. S. proposal embodied, in substance, the first plank of a three-point platform which is being sponsored here by representatives of a powerful group of Jewish organizations; and its passage leaves only the two remaining planks to be disposed of. These are:

1. Provision for the care of victims of persecution launched by the Nazis before the actual outbreak of war, and for victims who have not literally been "displaced" from their homes but, without being forced to move, have nevertheless undergone similar privations.
2. Aid in the resettlement elsewhere of refugees who, for one reason or another, can't or don't want to return to their pre-war homes.

The group backing this program includes representatives of the American Jewish Conference, the World Jewish Congress, the American Jewish Committee, the Canadian Jewish Congress, Agudath Israel and scores of affiliated Jewish organizations.



"DISPLACED" VICTIMS

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**New York Post**  
SEP 23 1944

In addition to—but independent of—this group, the Hebrew Committee of National Liberation has also established an office here for the duration of the conference, and is sponsoring a much more ~~ambitious~~ program of its own.

Whereas the other organizations, according to committee spokesmen, are appealing for special consideration for Jews on grounds of humanitarianism and sympathy, the committee is demanding aid on equitable and legal grounds, contending that the Hebrew people actually constitute a nation of their own and should be recognized as such by UNRRA.

UNRRA authorities are considering holding hearings sometime next week at which spokesmen for various outside groups, including the Jewish interests, would be permitted to present their special problems.

But, as for further UNRRA action in behalf of the Jews at this session, the request that the organization's activities be extended to include "non-displaced" persons in enemy territory is about the only one that seems to have much chance of being granted.

The resettlement of Jews who don't want to go back to their homes will definitely be left up to the Inter-Governmental Committee on Refugees—an independent agency which a spokesman for the Hebrew Committee of National Liberation bitterly assailed at a press conference yesterday as "notoriously ineffective."

And, as far as the Hebrew Committee's request for recognition of the Jews as a United Nation is concerned, it hasn't got a chance.

The Committee has subsequently asked that Jewish representatives be admitted to the UNRRA council as observers; but that effort, too, seems doomed to failure.

The consensus of UNRRA authorities—and of the more conservative elements among the Jews themselves—appears to be that too much preferential treatment for Jews might, by stirring up new prejudices, do more harm than good.

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U. N. R. R. A.

# \$50,000,000 Aid For Italy Voted By U. N. R. R. A.

## Conference Debates Help for 'Displaced Persons'; Jews Present Own Plan

By George Polk

MONTREAL, Sept. 22.—The major controversial issue before the delegates to the United Nations Relief and Rehabilitation Administration conference here was resolved today when representatives of the forty-four participating nations voted to extend \$50,000,000 of U. N. R. R. A. aid and assistance to the Italian people.

Approval of aid for Italy, which had been proposed by the American delegations, was given by the committee of the whole on policy matters without a dissenting vote, although several representatives from countries that have been victims of Italian fascist aggression made it clear that they wished to help the Italians only because of humanitarian motives.

As the question of aid for Italy was settled, except for formal action by the U. N. R. R. A. council which is composed of the same delegates constituting the committee on policy, discussions continued on the subject of U. N. R. R. A. assistance for persons who have been displaced from their homes by the war, the main point of definition of a "displaced person" and what date will be established for the designation of a person in this category.

Even Herbert Lehman, U. N. R. R. A. director general and former Governor of New York, and L. B. Pearson, chairman of the conference and Canadian minister to the United States, found themselves in slight disagreement on displaced persons when, at a press conference this afternoon, they expressed different opinions as to whether a refugee of the Spanish civil war of 1936 is a displaced person or not.

Six organizations representing the Jewish people presented jointly to the conference a three-point plan for assisting persons of the Jewish faith who have become war refugees. The plan asks U. N. R. R. A. to help Jews who have been displaced by the Nazis since Hitler took power in 1933, to aid Jews in enemy and ex-enemy countries and to resettle those who cannot or do not wish to return to their former homes. The six organizations are the Joint Distribution Committee, the American Jewish Committee, the World Jewish Congress, the American Jewish Congress and Agudath Israel.

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# The Evening Star

SEP 22 1944

## UNRRA Studies Plans To Aid Italy and Jews Displaced in Reich

By JOSEPH H. BAIRD,  
Star Staff Correspondent.

MONTREAL, Sept. 22.—Two important proposals, introduced by the American delegation and already assured of wide backing by many of the other 43 nations represented here, were before the United Nations Relief and Rehabilitation Administration council here today.

Introduced by Assistant Secretary of State Dean Acheson, chief of the United States group, late yesterday, the resolutions provided:

1. That UNRRA aid be extended to persons in enemy territory even though of enemy nationality, who had been forced to flee their homes because of their race, religion or aid to the United Nations. Although broadly worded, the resolution in effect would apply almost entirely to Jews.

2. That UNRRA allocate not to exceed \$50,000,000 for limited relief work in Italy.

May End Next Week.

Meanwhile, under the admonition given it on Wednesday by Mr. Acheson to "stop talking and get to work," the conference yesterday accomplished more than on any previous day since it met. Delegates said that a new spirit of energy was evident and predicted the tasks of the conference would be completed by the middle of next week.

The American resolution to aid Jews in the Reich who have been forced from their homes by the Nazis—even though they are of German nationality—was introduced following the receipt of a petition addressed to Mr. Acheson by the American Jewish Congress, representing 64 Jewish groups. The petition asked that UNRRA aid the uprooted German Jews not only

with such immediate necessities as food and clothing but also arrange their transportation to new homes and assist in their resettlement there.

"As for the resettlement of displaced Jews, it was emphasized that Palestine is the most suitable country for their absorption in large numbers," the Jewish Congress statement said.

Mr. Acheson, however, made it plain that the settlement of Jews in Palestine—a delicate issue with the British, who control that country and have had to deal with a number of Arab uprisings because of Jewish immigration—was not being raised at the conference here.

Aid to Italy Supported.

Introduction late yesterday of the long-discussed proposal for limited aid to Italy resulted in what some Americans considered a surprising amount of support, even among countries that had been at war with Mussolini's Italy.

The resolution would permit UNRRA to spend up to \$50,000,000 for four strictly limited categories of aid—that to children, expectant mothers, displaced persons and disease ridden districts. Passage of the resolution is required because UNRRA's charter provides that it cannot operate in former enemy territory without the consent of the council in each case.

Mr. Acheson said the resolution was received by former enemies of Italy with a show of "marvelous magnanimity." France—the victim of Mussolini's "stab in the back"—seconded the resolution. Great Britain—the target of Italian bombers during the blitz—readily assented.

Meanwhile, it was revealed that Russia and Czechoslovakia have refused to sign a multilateral agreement worked out in London by which all the European nations would guarantee equality of treatment to displaced nationals of other countries in aiding them to get home. It was explained that the two countries are insisting on bilateral agreements among the various countries.

Times Herald

SEP 22 1944

### Refugee Roundup Up to Red Cross

MONTREAL, Sept. 21 (U.P.).  
The United Nations Relief and Rehabilitation Administration will rely largely on the International Red Cross in the tremendous job of reuniting Europe's war-separated families.

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New York Post  
SEP 21 1944

# UNRRA Asked to Aid Jews

By WILLIAM O. PLAYER  
Post Staff Correspondent

Montreal, Sept. 21.—The American Jewish Congress recommended to the United Nations Relief and Rehabilitation Administration today four measures designed to facilitate UNRRA's aid to Jewish war victims. They are:

1. The powers of the director-general (ex-Gov. Lehman) in the supervision of relief activities in the recipient countries should be strengthened to insure that UNRRA's principle of non-discrimination as to race, religious or political belief shall be applied without fail.

2. Victims of Nazi persecution who are not nationals of the United Nations should receive UNRRA's assistance, regardless of their formal nationality, whatever they may be, even if they reside in enemy or ex-enemy territories.

#### Suggests Palestine Refuge

3. It is urged that UNRRA should extend its aid to such persons (as cannot or do not wish to be repatriated) not only in the form of relief prior to their resettlement, but in their transportation and first stages of adjustment to their new countries of settlement. It should be borne in mind that Palestine is the most suitable country for their absorption in large numbers.

4. Jewish representatives should be granted the status of observers with the privilege to participate in the discussions of the council of UNRRA, its regional standing committee on Europe, its standing technical committees on displaced persons, health and welfare, and the prospective regional European subcommittees.

A proposal to designate homeless Jews as a collective member of the United Nations, so that they may be given UNRRA aid without regard to their formal nationality, has already been introduced at the UNRRA conference here by the Cuban delegation.

## UNRRA WILL SPEND A BILLION IN 1945

Lehman Reveals Plans for Aid  
in Europe—Acheson Urges  
Speeding of Operations

By RUSSELL PORTER

Special to The New York Times

MONTREAL, Sept. 20.—Herbert H. Lehman, as Director General, revealed today that the United Nations Relief and Rehabilitation Administration expected to spend at least \$1,000,000,000 in 1945 for supplies and services for the peoples liberated from Axis occupation. This is one-half of its total potential resources.

In a message asking the forty-four nations on the council to authorize a 1945 administrative budget of \$1,500,000, including \$1,500,000 for unforeseen contingencies, Mr. Lehman said that administrative costs would be only about 1 per cent of the year's expenditures for procuring and handling supplies and rendering services.

The director general said the member governments would be called upon to make actual contributions of only \$7,500,000 for the new budget, since \$4,000,000 of unexpended balances from the \$10,000,000 administrative budget for 1944 was available.

Acheson Asks Faster Relief

At a private meeting of the council to discuss Mr. Lehman's report for the first ten months of UNRRA operation, a report which was made public at the beginning of the session, Dean Acheson, Assistant Secretary of State and United States member of the council, criticized certain features of the present organization of the UNRRA, and in demanding more streamlined machinery and speed-up of actual operations to provide relief for liberated areas.

He said there should be a reorganization in some respects, especially in procurement of supplies, that the time for planning was past, and that prompt action must be taken to get relief to Europe. He asserted also that the UNRRA should do more than it had done in planning for relief operations in the Far East so as to be fully prepared for action when the time came.

Mr. Acheson took occasion to reassure other members of the council who, remembering the history of the League of Nations, feared that the United States some day might change its mind and withdraw from the UNRRA. In a strong declaration of policy, he stated that the United States had irrevocably committed itself to international cooperation as represented by the UNRRA when Congress passed the UNRRA legislation.

Contributing countries—those whose home territories have not been invaded—were urged by Mr. Acheson to hasten legislative action needed to authorize appropriations, as only \$1,200,000,000, or two-thirds of the expected total, has yet been made available.

Roosevelt Pushes Italy Relief

It developed today that the United States delegation is treating its proposed \$50,000,000 extension of limited UNRRA relief to Italy—help in repatriating Yugoslavs and other "displaced" persons now in Italy, evaporated milk for infants and nursing mothers, medical supplies, and other health and welfare services—as a matter of "high policy" and is vigorously pressing for its approval by the council.

President Roosevelt telephoned from Quebec during his conference with Prime Minister Churchill, it was learned, and directed that every effort be made to obtain council approval. The Chief Executive is understood to have acted on the basis of the Pope's recent appeal and reports from Myron Taylor and Brig. Gen. William O'Dwyer, who has just returned from Rome. The attitude of the Roman Catholic Church has been instrumental in lining up support from various countries, including virtually the entire Latin-American group, which previously opposed any help to ex-enemy territory.

Besides the United Kingdom and the British Dominions, which have been for the plan all along, it was indicated today that France, Poland and Greece will support it. China also is for it. The attitude of Russia, which opposed ex-enemy relief at the first council session in Atlantic City, has not been disclosed at this conference. Norway is the only country which appears to be definitely committed against the project.

"Stab in Back" Recalled

Against the project, it is argued that the UNRRA should not use any funds, appropriated for liberated Allied countries, to help former enemy and that Italy's "stab in the back" put her beyond relief. On the affirmative side, it is held that the Italian people were not responsible for the war in which the Germans were, and that to help Italy would really help the United Nations.

First, it is said it would keep chaos from developing behind the Allied lines and thus facilitate the early winning of the war. Second, it would serve to prevent the development and spread of epidemics which, once started, might sweep the entire world. Third, it would tend to avert a breakdown of government and a birth of anarchy which also might spread beyond the Italian borders to the peril of Western civilization.

Richard K. Law, British Minister of State and member of the council, has submitted a companion proposal which would permit the UNRRA to operate in Germany for the repatriation of "displaced" persons—including the millions of citizens of the United Nations who have been taken from their homes for slave labor in Germany—and for the control of epidemic diseases.

The United States delegation indicated it was giving urgent consideration to appeals from the World Jewish Congress and American Jewish organizations asking it to support amendments to the UNRRA constitution, one of which would provide for resettlement in Palestine of millions of Jewish refugees who do not want to return to Germany and other countries in which they formerly lived.

Resolutions have been introduced here to authorize UNRRA operations to resettle elsewhere in the Western Hemisphere those Jewish refugees who have obtained temporary haven in the New World and wish to remain on this side of the ocean.

Another proposal concerning "displaced" persons is that the UNRRA assist in removing and returning to their homes enemy nationals who have been "intruded" into Allied territories.

May Vote Relief for India

The council's policy committee is expected to vote tomorrow on a resolution amending the UNRRA's constitution to permit extension of relief to India under certain circumstances. The resolution has been submitted by Mr. Acheson in accord with reservations taken by the United States Congress. Subject to council ratification, the policy committee today adopted UNRRA States resolution approving other reservations made by Congress to limit the scope of the UNRRA to temporary relief and rehabilitation, bar it from engaging in long-range economic reconstruction, and give Congress complete control of United States expenditures on account of UNRRA.

The News

SEP 20 1944

UNRRA Unit Favors  
Refugee Aid to Cuba

By United Press

MONTREAL, Sept. 20 - Indications were strong today that the UNRRA conference here would extend its operations to the Western Hemisphere to help repatriate European refugees now in North and South America.

This prospect arose when Cuba's delegates applied for aid yesterday on the ground that repatriation would cost Cuba more than she was a position to pay. The displaced persons committee was to vote on the proposal today and it was reported that a canvass of its members had shown a majority in its favor.

000825

## RELIEF FOR ITALY ON UNRRA AGENDA

Council, Hearing Lehman's  
First Report, Votes to Consider  
Expansion Despite Fund Lag

ONLY \$1,200,000,000 GIVEN

Many Participating Nations  
Pay Nothing—Aid to Invaded  
States Offers Problems

By RUSSELL PORTER

Special to THE NEW YORK TIMES.

MONTREAL, Sept. 18.—As the Council of the United Nations Relief and Rehabilitation Administration voted today to consider an expansion of its operations by extending aid to Italy, Director General Herbert H. Lehman warned that relief might have to be contracted because of delay by member Governments in contributing to the fund.

He revealed in a report to the council that up to Friday only \$1,200,000,000 for operating costs had been made available out of the estimated \$1,800,000,000 to \$2,000,000,000 potential of the financial plan adopted by the first council session in Atlantic City in November. The plan called for each country whose home territory had not been invaded by the enemy to contribute 1 per cent of its national income for the year ending June 30, 1945.

So far the United Kingdom and Canada are the only countries which have made available the full amount of their obligations, respectively \$320,000,000 and \$77,000,000. The United States has made available \$800,000,000 out of a total of \$1,350,000,000.

South Africa has advanced \$1,000,000, Iceland \$50,000, and Liberia \$15,000 against their obligations. The other uninvaded countries have contributed nothing to date. Some have started the legislative processes needed for the authorization of funds, but some have not yet taken the first steps.

Only \$8,000,000 Paid for Upkeep

Mr. Lehman disclosed that only \$9,145,000 of the \$10,000,000 contributions authorized at Atlantic City for administrative expenses had been paid. All forty-four participating countries share in these obligations. Twenty-eight countries have paid in full, four have paid in part and twelve have paid nothing.

Those which have paid in part are Russia, \$200,000 out of \$1,500,000; Czechoslovakia, \$25,000 out of \$100,000; Egypt, \$20,650 out of \$70,000, and Yugoslavia, \$5,000 out of \$70,000.

Countries which have paid nothing and their allocations are Australia \$150,000, Brazil \$150,000, Colombia \$50,000, Chile \$20,000, Uruguay \$20,000, Bolivia \$10,000, Iran \$10,000, Iraq \$10,000, Venezuela \$10,000, Costa Rica \$5,000, Ecuador \$5,000 and Paraguay \$5,000. Mr. Lehman said he had been informed that Egypt and Venezuela were in process of making their administrative payments. The United States has paid its \$4,000,000 share in full, as has the United Kingdom its \$1,500,000.

Mr. Lehman said that action by all the contributing Governments to meet their responsibilities for operating funds was urgently needed during the months immediately ahead if the administration (UNRRA) is to be in a position to take every possible step to meet relief and rehabilitation needs as they arise.

Lehman Report to Be Debated

The council decided to debate the director general's report, which included recommendations for accelerating procurement of food, clothing and other articles now in short supply; for improving relations with the military authorities and other problems.

Proposals to grant UNRRA authority which it now lacks to operate in enemy or ex-enemy territory were divided into two sections, with the result of putting Italy and Germany into separate categories. One question to be discussed will be the scale and nature of assistance to be provided by UNRRA in Italy. The other will be possible council approval for control of epidemics in enemy or ex-enemy territory and the care and repatriation of displaced persons found in such territory.

This proposal for direct aid to Italy which seems most likely to receive support is one which would limit the amount involved to about \$50,000,000, leaving the major part of the task for other agencies. In view of the limited resources available to UNRRA, it is not believed that a major project, which might cost more than \$500,000,000 by some estimates, would have any chance of approval.

Relief for Italy Is at Issue

It is understood that the United States and Great Britain favor a limited amount of UNRRA relief for Italy. Russia's position as usual is the big question mark.

Invaded countries are bitter against Italy for her rôle in the war, but some at least seem inclined to favor a modicum of relief in order to prevent chaos from developing and spreading in Europe.

Latin-American countries, which followed the lead of Europe in voting against any relief for enemy territory at the UNRRA meeting in Atlantic City, now seem disposed to stand with the United States. Consequently, indications are that Italy will get some help from the council. It is expected to involve immediate health, welfare and other services that are badly needed.

Council members from invaded countries have made it clear that there is no chance for any resolution which fails to make Italy a special case. They say help for Italy must not be used as a precedent for later aid to Germany.

At the same time it is conceded that it may become necessary for UNRRA to go into Germany some day, not to help the Germans but to prevent epidemics from spreading to other countries and to care for and help in the repatriation of slave labor imported from the rest of Europe.

Repatriation Is on Agenda

The council decided to consider how much responsibility UNRRA shall assume in the repatriation of Jewish refugees and others forced out of enemy countries, and of refugees who made their way to territory never occupied by the enemy. International sanitary measures and epidemic control methods are also on the agenda, together with reservations and recommendations taken with respect to UNRRA by the constitutional bodies of member Governments.

Prime Minister W. L. Mackenzie King of Canada, who attended the Quebec conference last week, delivered a welcoming address to the council today and conveyed "the best wishes" of President Roosevelt and Prime Minister Winston Churchill for its success. He added that mutual aid should become the guiding principles in post-war international relationships.

"Mutual aid has enabled the United Nations to defeat their common enemy," he said. "Mutual

aid, widely and wisely applied in the years of transition from war to peace, should enable the free nations to lay the foundations of a new world order. The supreme task of UNRRA, it seems to me, is to make the benefits of mutual aid so apparent to all nations as to render enduring the new world order which we so fervently pray may succeed the old."

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# Jewish Comment

VOL. II No 21

SEPTEMBER 15, 1944

## The Second UNRRA Council Session

ON SEPTEMBER 15th at Montreal the second session of the United Nations Relief and Rehabilitation Administration will take place.

After a year, UNRRA has had certain experience in the actual administration of relief, during which the outlines of the problem have become clearer. It has become essential to redefine or to amend certain sections of the UNRRA code in the light of that experience. Fortunately the rules adopted by UNRRA at its first Council meeting provided a flexible framework in which adjustments to new circumstances can readily be made. Most amendments to the UNRRA code require only a simple majority vote. The UNRRA agreement also provides for frequent meetings of the Council, at least twice a year, with the obvious purpose of providing for current and rapid adjustment to changing conditions.

With a set-up so flexible, it can only have been the purpose of the members of UNRRA who laid down its original agreement to adjust the working of the organization in accordance with needs actually found to exist. It is with the same purpose that the Institute of Jewish Affairs of the American and World Jewish Congress has recently completed a study of the UNRRA program (*Relief and Rehabilitation by Zorach Warhaftig*). The study proposes certain amendments or more precise definitions of the statutory functions of UNRRA, to accord with the broad humanitarian purpose of the Administration, in its approach to the problems of Jews in post-war Europe.

\* \* \*

The Jews will form a not inconsiderable part of the population requiring relief, particularly in certain categories of displaced persons. Moreover, their need will be of such an intense degree that under the principles adopted by UNRRA they will require priority in attention. In total numbers, however, the Jews are obviously a small fraction of the whole European population, especially after the mass slaughters conducted by the Nazis. Consequently the specific nature of their problems cannot have been expected to form the basis of the general principles which UNRRA adopted. These principles were drawn up in the light of the situation of non-Jews in Europe, the vast majority of whom are divided in accordance with national territories both in their relation to the Germans and the United Nations, and consequently in the degree of devastation that has been visited upon them. It is United Nations nationals that have been the chief victims of Nazi inhumanity, and it is natural, therefore, the UNRRA code provides for the relief and rehabilitation of residents of the various United Nations in Europe.

000827

This distinction between residents of United Nations territories and residents of Axis territories does not apply with respect to the Jews. Wherever Jews resided they were singled out by the Nazis as an enemy people; and they were so treated that the problems of their relief and rehabilitation will be much more difficult than that of any other group in Europe.

This fact has been recognized, to an extent, by a provision of the UNRRA code (report of Sub-Committee IV on Policies with respect to the assistance of displaced persons, paragraph 10), that persons coming within the purview of the Inter-Governmental Committee on Refugees shall also be assisted by UNRRA for a reasonable period, until the Inter-Governmental Committee resettles them. The competence of the Inter-Governmental Committee originally covered the refugees from Germany and Austria, and has recently been extended to refugees from all of Europe. Thus, by granting its assistance to these persons, UNRRA has committed itself to assist with relief and rehabilitation not only United Nations nationals but all refugees, including those from Axis countries. However, the commitment is rather limited in scope. With respect to refugees who cannot or do not wish to be repatriated, UNRRA relief is to be given only for a "reasonable time" and only in the countries of their temporary residence.

Other sections of the UNRRA code deal in general terms with the possibility of its operations in enemy territories. One such section (Resolution No. 1 part 1, paragraph 3) authorizes UNRRA to "operate in

enemy or ex-enemy territory" but only if the "Council approves the scope and nature of the operations . . . and the standard of provision, and . . . all expenses connected with such possible operations in enemy or ex-enemy territory (are) carried by the enemy and ex-enemy concerned." The Journal of the first Council session (November 16, 1943, page 146) also indicates that such UNRRA operations in enemy territories are to be "for limited purposes only, and not co-extensive with the relief to be furnished the people in the liberated areas."

However justified this clause may be in general with respect to Axis territories, it cannot be the intention of UNRRA to apply it in respect to the Jewish population of, for instance, Hungary, Rumania, Italy, and Germany. One of the specific amendments which UNRRA should, therefore, make in its code at its second meeting would be to provide that restrictions upon UNRRA operations in enemy and ex-enemy territories should not be interpreted as applying to the Jewish population of those countries.

\* \* \*

Generally speaking, it will be the function of UNRRA, particularly in liberated territories, to coordinate the supply and distribution of relief and rehabilitation goods and services. In most cases the actual administration on the spot will be in the hands of the local United Nations Government. However, this does not mean that UNRRA functions will be limited merely to the economical supply of relief and rehabilitation goods. The United Nations which organized UNRRA also set up in its code certain fundamental principles necessary to the humanitarian admini-

stration of these problems. For instance, it was provided in the UNRRA code that no discrimination should be made on the grounds of race, creed, or political belief in the provision of relief and rehabilitation goods and services. Furthermore it was agreed that in administering relief and rehabilitation, "diverse needs caused by discriminatory treatment by the enemy during its occupation of the area shall be taken into account." It will certainly be one of the functions of UNRRA to supervise the administration and distribution of relief by the governments of the various countries, so that these principles shall be properly respected. In hearings on the UNRRA code held before the Committee on Foreign Affairs of the United States House of Representatives, Dean Acheson, American delegate and chairman of the first UNRRA Council session, specifically noted that both the Director-General and supplying governments could exercise certain sanctions upon finding that discrimination appears in the relief policies of any government desiring to have relief and rehabilitation supplies provided through UNRRA.

It is essential, in the interest of the efficient functioning of UNRRA and of a clear understanding as to the binding force of the provisions for non-discriminatory procedure, that the coming Council session of UNRRA should make more specific stipulations concerning the Director-General's functions in supervising local administration of relief. In addition to furnishing information to UNRRA, member governments should be required to make it possible for UNRRA representatives on the spot to inspect relief distribution activities.

Related to the above principles is UNRRA's desire so to administer relief that the customs and folkways of local groups shall be respected. Toward this end UNRRA has set up the rule that its personnel should be international in character, and that each group should be served as far as possible by persons intimately acquainted with its needs and traditions. This principle should certainly be applied in the case of Jews, who have so many distinctive features, both in their historic background and in their present situation, that Jewish personnel is certainly required for proper administration.

Equally important is the establishment of intimate contact and the practice of close consultation with established Jewish bodies concerned with the Jewish situation in Europe and recognized as representing the Jewish clientele of UNRRA. Jewish organization, such as the World Jewish Congress and local bodies, as the case may require, should be admitted as observers with the privilege of participating in the discussions of the UNRRA Council, the regional standing committees of Europe, the standing technical committees on displaced persons, health and welfare, as well as the prospective regional special committees.

Generally speaking, UNRRA has declared that it is willing to assist in meeting the requirements of displaced persons wherever they will be found after the war, during their movement to their new homes, and after their arrival there. It is expected, of course, that the bulk of such displaced persons will be repatriated by their own governments; UNRRA is prepared to extend its aid to such governments in every

phase of the movement. However, it is anticipated that a considerable number of the displaced Jews will not be able or not wish to be "repatriated." Some of them, indeed, will have been residents of enemy or ex-enemy territories. They might consequently be treated in the same way as other enemy nationals in liberated territories, most of whom were settled there by the Axis for political reasons: they would be punished, rather than assisted by the United Nations, by being sent back home, willy-nilly. For Jews, as well as other refugees, however, the provision of the UNRRA code which undertakes responsibility for aid to the clientele of the Inter-Governmental Committee on Refugees sets up an exception.

Unfortunately, however, the assistance which UNRRA is ready to give to this classification of displaced persons seems to be more restricted than in any other case. They will be aided only in the countries to which they have been deported. Their transfer to new countries and their resettlement there is left to the Inter-Governmental Committee on Refugees.

This division of functions between UNRRA and the Inter-Governmental Committee on Refugees is inadvisable, to say the least. The Inter-Governmental Committee, unlike UNRRA, does not expect to have a staff adequate for the care of large numbers of displaced persons. It is essentially an informal committee (even though it has recently drafted a constitution for itself) of the United States and Great Britain, with other nations assuming lesser, or no responsibility. It is anticipated that the operations of the Committee will necessitate only a very small staff,

and its operations will be financed by the United States and Great Britain, other nations making contributions voluntarily to the extent that they wish to share responsibility for a particular project.

Such an informal committee undoubtedly has its advantages for certain purposes, but it is hardly the proper agency to assume the responsibility for the resettlement of most of the destitute, displaced Jews, on the same scale as UNRRA plans to do with other displaced persons.

UNRRA is not the only agency with whose functions those of the Inter-Governmental Committee overlap. The committee also works in the same sphere as the United States War Refugee Board. With regard to the Board, Sir Herbert Emerson, Director of the Inter-Governmental Committee, reports that an understanding has been reached which does not divide the work of aiding refugees among the agencies according to any functional or formal criteria. Instead they both apply their respective facilities, in cooperation, in any project where they can be of help to each other. The same principle can certainly be applied, with respect to the refugee problem, after as well as during the war. It would be inexcusable for UNRRA to make an arbitrary distinction between certain displaced persons whom it will help to repatriate to the United Nations, and others who must be resettled elsewhere by the Inter-Governmental Committee. Such a renunciation of responsibility is neither wise nor necessary. If the Inter-Governmental Committee has something to contribute toward the solution of this problem, it can do so under the same arrangement as with the War Refugee Board.

000829

EXECUTIVE OFFICE OF THE PRESIDENT  
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE September 9, 1944

TO Mr. Pehle  
FROM Mr. Friedman

George Warren called today about certain parts of the agenda which UNRRA has already submitted to the member countries and which will be discussed at the meeting in Montreal starting September 15th. Warren is going to attend the meeting. On Monday at three o'clock, the State Department people are going to discuss the agenda in order to form their party line. Before that time Warren would like our views on the following matter. One of the portions of the agenda is so worded, in Warren's opinion, as to preclude any possibility of UNRRA's assuming responsibility for the Oswego camp. In view of the President's statement, Warren wants to know whether we feel that the relevant part of the UNRRA agenda be modified. Warren read to me the following excerpts from the agenda which he said are relevant to the question:

**Argument:** A basic principle of UNRRA is that it was formed to do what would not be done without it. UNRRA should wisely expend its resources only where others are not presently assuming the burden of relief. In many United Nations' areas outside the liberated areas, there exists a developed system of voluntary relief agencies and of public assistance or other means for the support of displaced persons. It is therefore suggested that as a practical rule of operations the Administration should tend to assume financial responsibility for the care of displaced persons only in the areas where such other resources are not found.

**Resolution:** Whereas, the efforts and resources of the Administration are primarily dedicated to alleviation of suffering in countries which have been subjected to enemy invasion and Whereas, the Administration's resources are limited and they should not be so expended as to endanger achievement of the primary objective, it is therefore resolved, etc.

**Point 3:** The Administration should in general assume responsibility for the care of displaced persons located in areas where there do not exist adequate systems of public and private relief assistance or other resources for the care of such persons."

My own reaction is that we should forget the matter. I think you should indicate your views to Warren no later than Monday morning.

JB7

000830

### Plight of Jews Seen As Post-war Problem

The plight of the Jewish people of Europe after the war will be one of the major problems facing the U. N. R. R. A. when it holds its second session, in Montreal, on September 15. Dr. Maurice Perlzweig, head of the political department of the World Jewish Congress, said at a press conference at Congress Hall, 1834 Broadway.

Zorach Warhaftig, author of "Return and Rehabilitation," declared yesterday that Jews with

knowledge and understanding of the folkways of the Jewish population in the liberated areas should be recruited, trained and included in the personnel of the U. N. R. R. A.

Argument

A basic principle of UNRRA is that it was formed to do what would not be done without it. UNRRA should wisely expend its resources only where others are not presently assuming the burden of relief. In many United Nations' areas outside the liberated areas, there exists a developed system of voluntary relief agencies and of public assistance or other means for the support of displaced persons. It is therefore suggested that as a practical rule of operations the Administration should tend to assume financial responsibility for the care of displaced persons only in the areas where such other resources are not found.

000831

Director of War Relocation Authority  
War Relocation Authority  
Director of War Relocation Authority  
Director of War Relocation Authority

Resolution

Whereas, the efforts and resources of the Administration are primarily dedicated to alleviation of suffering in countries which have been subjected to enemy invasion and

Whereas the Administration's resources are limited and they should not be so expended as to endanger achievement of the primary objective, it is therefore resolved, etc.

Point 3.

The Administration should in general assume responsibility for the care of displaced persons located in areas where there do not exist adequate systems of public and private relief assistance or other resources for the care of such persons.

WAR DEPARTMENT  
OFFICE OF THE CHIEF OF STAFF  
CIVIL AFFAIRS DIVISION  
WASHINGTON 25

30 August 1944.

Mr. John Pehle,  
Executive Director,  
War Refugee Board,  
Treasury Department,  
Washington 25, D. C.

Dear Mr. Pehle:

I am returning herewith a letter dated 14 August 1944 from Miss Lucille M. Segal of the National Committee for Resettlement of Foreign Physicians to Mr. Albert Abrahamson of the War Refugee Board concerning the efforts of Dr. George Brecher to find employment with UNRRA which was forwarded to the Civil Affairs Division by Mr. Abrahamson.

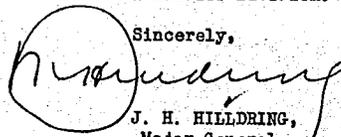
This matter has been discussed with UNRRA. It appears that Dr. Grabtree and Dr. Deefing interviewed Dr. Brecher independently and each concluded tentatively that he was not medically qualified for the position he sought. This conclusion was based upon the following points: (a) Graduation from an inferior medical school, (b) lack of internship, American or otherwise, and (c) lack of sufficient practical experience as a practicing physician. However, a further check of his references is being made by UNRRA.

I am advised that the fact that Dr. Brecher was not qualified for commission in the U.S. Public Health Service because he lacked an American internship had no bearing on UNRRA's refusal to employ him.

I am assured by UNRRA that it is actively recruiting qualified physicians wherever they may be found. The analysis of medical positions to be filled by UNRRA which Miss Segal mentions in her letter was completed and transmitted to the National Committee after Miss Segal's letter was written.

I wish to express my appreciation to the War Refugee Board for forwarding Miss Segal's letter to the Civil Affairs Division.

Sincerely,



J. H. HILLDRING,  
Major General,  
Director, Civil Affairs Division.

1 Incl.  
Ltr, 14 Aug 44, w/incl.

000835

TELEPHONE: CANAL 6-5000

NATIONAL COMMITTEE FOR RESETTLEMENT OF FOREIGN PHYSICIANS  
139 CENTRE STREET  
NEW YORK CITY

August 14, 1944

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DR. M. C. WINTERNITZ, NEW HAVEN

Lucille M. Segal

HARRY D. BIRCK  
SECRETARY

AFFILIATED WITH:  
NATIONAL REFUGEE SERVICE, INC.

IN COOPERATION WITH:  
AMERICAN FRIENDS  
SERVICE COMMITTEE  
AMERICAN COMMITTEE FOR  
CHRISTIAN REFUGEES  
THE COMMITTEE FOR CATHOLIC  
REFUGEES

Mr. Albert Abrahamson  
War Refugee Board  
Treasury Building  
Washington, D. C.

Re: UNRRA

Dear Mr. Abrahamson:

I am enclosing a copy of a memorandum covering an interview with one of our registrants who had two weeks before, applied to UNRRA for a job. I am sending it on to you because I feel that Dr. Brecher's experience is of real significance to those of us who have been attempting to provide medical staff for over-seas work. It would seem that in spite of Dr. Crabtree's statement to me that UNRRA needs and wishes to find medical personnel for the refugee camps in Africa and the Middle East, they are really not interested in finding such people and do not intend at this point to hire personnel for this purpose.

Our agency could help supply the necessary staff, and we might be able to find a few people with nursing experience as well. However, in view of Dr. Brecher's experience and the fact that we have heard nothing from Dr. Crabtree since July 19, when he agreed to send us an analysis of the positions to be filled, I am forced to conclude that any further activity on our part at this time is quite pointless.

Very sincerely yours,

*Lucille M. Segal*  
Lucille M. Segal  
Secretary

LMS/mvc  
enc.

File

August 8, 1944

L. M. Segal

UNRRA

On 8/8/44, Dr. George Brecher, one of our registrants, who formerly was on a Scientists' grant to permit him to work as a fellow of pathology at the Mayo Clinic, Rochester, Minnesota, was in the office, discussing his future plans. Dr. B. has just returned from Haiti where he did work in tropical diseases. His earlier training in Europe had been in the field of tropical diseases and he is considered extremely well qualified. Since coming to the United States, his work in pathology has set him head and shoulders above the average run of foreign physicians although he is under 38 years of age. Dr. B. is licensed for practice in Maryland and has applied for an Army commission but he has been disqualified because of "lack of United States internship". His Selective Service status is ? A.

Because Dr. B. seemed so uniquely suited to a job with UNRRA my first question was about his interest in such a plan. I obtained the following reply: Dr. B. himself applied to UNRRA two weeks ago. He was seen first by a Dr. Deering (?) and later he saw Dr. Crabtree.

His descriptions of those interviews bore out completely our own experience with this organization. They had done everything possible to discourage Dr. B. from accepting a job with them, although he was eager at the time he applied to get into the UNRRA set-up. His last interview with them was one week ago. They were resistive to accepting his application, setting up all sorts of negative feeling in him. He would not work for them now if they would take him. They said he could probably not get a passport (when he already had one to go to Haiti and he had just returned on it); that he had not had an American internship; that he wasn't a United States citizen (although he is); and finally that they were most interested in United States Public Health Service people, and that since the whole job was only for eighteen months, they did not think it "worth his while" to take it. (Lack of internship disqualifies Dr. B. for USPHS as well as the Army).

I am wondering whether, since Dr. Crabtree comes from the USPHS, his whole attitude around hiring of physicians may not be a direct result of his desire to have USPHS control this program and whether failure to hire people links up with his desire to strengthen the position of the USPHS in this whole field. I wonder, too, whether this is not a further indication that UNRRA's original concept of their responsibility for medical care in occupied countries lies only in the area of "administrative medicine", using practitioners of the liberated areas for the actual medical practitioners' jobs. I wonder, too, whether this is not indicative of the fact that UNRRA has not accepted as its function medical staffing of the camps in Africa and the Middle East in spite of Dr. Crabtree's statements to me.

mvc

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TELEPHONE: CANAL 6-8000.

NATIONAL COMMITTEE FOR RESETTLEMENT OF FOREIGN PHYSICIANS  
139 CENTRE STREET  
NEW YORK CITY

DR. DAVID L. EDSALL, BOSTON  
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LUCILLE M. SEGAL  
SECRETARY

AFFILIATED WITH:  
NATIONAL REFUGEE SERVICE, INC.

IN COOPERATION WITH:  
AMERICAN FRIENDS  
SERVICE COMMITTEE  
AMERICAN COMMITTEE FOR  
CHRISTIAN REFUGEES  
THE COMMITTEE FOR CATHOLIC  
REFUGEES

August 14, 1944

Mr. Albert Abrahamson  
War Refugee Board  
Treasury Building  
Washington, D. C.

Dear Mr. Abrahamson:

At your suggestion I am

sending on the enclosed letter and copy of my  
memorandum on Dr. Brecher's interview with  
UMRRA. I hope that it will be useful.

Very sincerely yours,

Lucille M. Segal  
Secretary

LMS/mvc  
enc - 2

*Scanned to  
Bureau for  
Comment  
Aug 16  
Ret. +  
sent  
to my. Gray  
on 8/16*

000038

NATIONAL COMMITTEE FOR RESSETTLEMENT  
OF FOREIGN PHYSICIANS  
124 CENTRE STREET, NEW YORK CITY

November 16, 1944

Dr. Abrams  
United Nations Relief and  
Rehabilitation Administration  
1544 Connecticut Avenue  
Washington 25, D. C.

Dear Dr. Abrams:

It was nice meeting you in Washington and I hope that the fact that I delayed your lunch by at least an hour will not be held against me permanently.

Summarizing the highlights of our discussion, I think it is well that we make the following statement: Since the needs of UNRRA in matters of medical personnel have changed since Dr. Dearing's letter of August 25, our Committee will no longer carry on a general recruitment program for physicians to work in the general fields of medicine but rather will confine itself to referring to you those persons who present unusual qualifications in Public Health or Administration.

It is understood that you are not interested in general, in persons of Austrian or German descent unless they became United States citizens prior to 1959. However, should anyone of our registrants present "unusual" qualifications, he will be referred to your attention even though he does not fall into this category.

I hope that you will be able to communicate with Dr. Martin Gumpert in the near future and that you will advise us of your decision in the matter of his application.

Our Committee will continue to be interested in being of whatever service it can to your Department. However, we do not feel that it will be of service either to you or to our client group to continue the general referrals that have been made since August.

May we make one request of you? Should you employ anyone of the group whom we have thus far referred, will you notify us of this fact.

Sincerely yours,

Lucille M. Segal  
Secretary

LMS/ss

000839

FOR MR. ALBERT ABRAHAMSON

COPY

UNITED NATIONS RELIEF & REHABILITATION ADMINISTRATION  
1344 Connecticut Avenue  
Washington, D. C.

August 25, 1944

Miss Lucille M. Segal, Secretary  
National Committee for Resettlement of Foreign Physicians  
139 Centre Street  
New York, New York

Dear Miss Segal:

Confirming our conversation of today, the Health Division of the United Nations Relief and Rehabilitation Administration has need of physicians with all types of training and experience - clinical, specialty, public health, epidemiology, tropical medicine, etc.

Our minimum requirements should be for the equivalent of a year's internship following graduation from an acceptable medical school. Regarding foreign schools, we are not bound by American Medical Association or U.S. Government requirements and can base our decision on the man's experience record and references.

Salaries range from \$3000 for a man just out of internship to \$7000 for top specialists, plus travel expense and a living allowance while abroad. Allowances will be varied according to whether or not the employee has dependents.

The Administration undertakes to provide medical care for its employees. We administer a disability plan for employees injured in line of duty, and we have a group insurance coverage under which an employe may purchase up to \$10,000 of life insurance, to be paid for by a monthly allotment from his UNRRA salary.

Citizens may, if they elect, come in through the Public Health Service. The grades ordinarily range from Assistant Surgeon (equivalent to First Lieutenant in the Army) to Surgeon (equivalent to Major in the Army). Very rarely would the Service commission anyone in the grade of Senior Surgeon (equivalent to Lieutenant Colonel in the Army) on entrance. Salaries range from about \$3000 for the Assistant Surgeon grade to about \$5000 for the Surgeon grade. Without dependents these amounts are reduced by a few hundred dollars.

I have discussed with our Legal Department the matter of naturalization and am informed that the three exceptions to the proviso that absence abroad for a continuous period of one year or more breaks continuity of residence are matters of law (Section 307, Nationality Act of 1940). Our Legal Division has, however, proposed an additional clause in the "Immigration Act" now being reviewed by the United States Treasury and Justice Departments before submission to Congress. This legislation is in accordance with the UNRRA agreement wherein each member government agrees to provide diplomatic status for UNRRA employees. The amendment would permit exception to the residence requirement for service with UNRRA in addition to the three exceptions now authorized. We are to be kept informed on the progress of this proposal, and when the legislation is introduced I will let you know.

000840

Regarding exit and entrance permits, I understand that these are provided for in Section IV-B of the Immigration Act of 1944. I do not yet have full details, but my present information indicates that the re-entry permit may be applied for and issued at the same time as the exit permit. Exit permits are issued for a specific purpose which must be attested by the agency requesting the permit. I am informed that an UNRRA employee who is a French national has just been issued such papers, but I have not yet had an opportunity to talk with him.

I trust this information will permit you to proceed and shall look forward to hearing from you.

Sincerely yours,

W.P. Dearing, M.D.  
Medical Officer  
Health Division

000841

DIVISION OF  
PRESS INTELLIGENCE  
O.W.I.  
Tempo V Bldg.

PH. 1-7

SY. VM

Post  
Washington, D. C.  
140

DATE

P. JUL 30 1944

## Refugee Camps Provide Test

UNRRA today is getting test-tube experience for the gigantic program of relief it eventually will administer to liberated Europe.

Since May 1, the United Nations Relief and Rehabilitation Administration has been running six camps for refugees in the Middle East, where 37,000 persons are being cared for and hundreds more are arriving. The refugees are mostly Yugoslavs and Greeks, nearly all women, children or elderly men. But there is also a sprinkling of Turks and Italians.

UNRRA's first task, aside from wants of food and a tent, is to kindle hope in the refugees.

000842

COPY FOR DR. ALBERT ABRAHAMSON

COMMITTEE FOR RESETTLEMENT  
OF FOREIGN PHYSICIANS  
120 CENTRE STREET, NEW YORK CITY

July 25, 1944

Dr. James A. Crabtree  
Deputy Director, Health Division  
United Nations Relief and  
Rehabilitation Administration  
1344 Connecticut Avenue  
Washington, D. C.

Dear Dr. Crabtree:

It was good of you to give me so much of your time on Wednesday of last week and I hope that the results of our conference will be beneficial both to your organization and to mine. I have shared the contents of our discussion with Dr. Boas who finds it extremely interesting.

As we agreed, upon receipt of a letter from you giving us an analysis of medical positions now unfilled on your staff, we shall recruit, screen and refer to you those of our registrants best qualified for the specific jobs listed. We shall make available to you all obtainable pertinent information concerning the professional qualifications of these individuals. Each person thus referred will make application directly to your organization in the usual manner.

Lucille M. Segal

I shall look forward to hearing from you at your early convenience.

Very sincerely yours,

  
Lucille M. Segal  
Secretary

LMS/mvc

000843

Herald Tribune (IR)  
New York, N. Y.

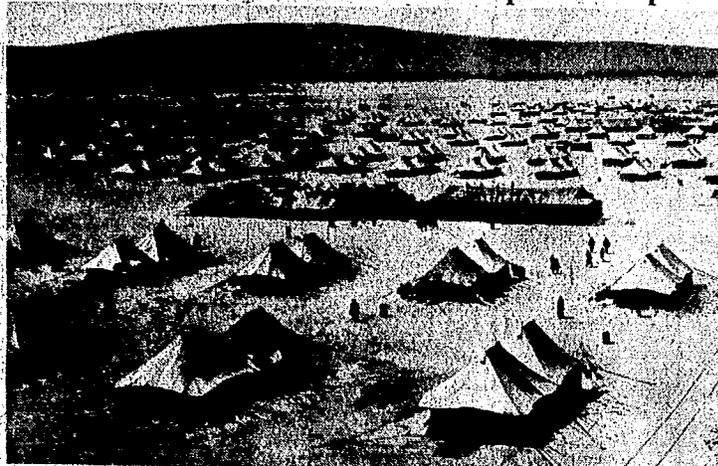
DATE JUL 23 1944

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## U.N.R.R.A. Camp in Egypt Sets Pattern to Help Distressed European Peoples



Nearing the end of their strange journey to safety, these youngsters bound for El Shatt leave the train at Suez.



Members of the refugee self-governing organization in the El Shatt UNRRA camp at one of their meetings. They are dressed in dyed battle dress uniforms issued to them from British Army stocks, and one has the Communist star of Marshal Tito affixed to his cap. At top, a section of the great El Shatt desert camp, 100 miles east of Cairo, which is used exclusively for sheltering Yugoslav refugees and can accommodate about 30,000 at a time.

**BEST AVAILABLE COPY**

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Members of the refugee self-governing organization in the El Shatt UNRRA camp at one of their meetings. They are dressed in dyed battle dress uniforms issued to them from British Army stocks, and one has the Communist star of Marshal Tito affixed to his cap. At top, a section of the great El Shatt desert camp, 100 miles east of Cairo, which is used exclusively for sheltering Yugoslav refugees and can accommodate about 30,000 at a time.

## U.N.R.R.A. Harbors 54,000 Refugees in Near East

### Operation of Six Centers for Greeks and Yugoslavs—the Agency's First Venture—Is Dress Rehearsal for Drama to Come in Western Europe

By Ann Cottrell

WASHINGTON, July 22.—A dress rehearsal for a greater drama to come when western Europe is liberated is being staged in the Middle East by the United Nations Relief and Rehabilitation Administration, according to reports arising here which describe U. N. R. R. A.'s first venture—the administration of six refugee camps sheltering 54,000 Greeks and Yugoslavs.

Each camp a Grand Hotel from the standpoint of size and accommodation, they more closely resemble a gigantic, third-rate American tourist camp, except for their cleanliness. Despite their primitive nature, tents sprawling across desert areas, the camps are welcome homes to refugees who had been earmarked for extinction by the Nazis. Also, the camps are serving as a valuable blueprint for future shelters to be established in every European country for the handling of displaced persons.

Refugees such as those Yugoslavs sheltered in three of the camps will be arriving in the United States soon to take up a war-time home at Fort Ontario, Oswego, N. Y. The Oswego camp is financed through the President's emergency fund and administered by the War Refugee Board and the War Relocation Administration, thus being strictly a United States project.

#### Won't Take It Over

When President Roosevelt established this camp, he stated that it will be financed through American funds "until U. N. R. R. A. is in a position to assume the financial responsibilities involved." But a thorough check this week whether U. N. R. R. A. would ever take over the camp indicated that this is now considered unlikely.

The Middle Eastern camps, in Egypt, Syria and Palestine, were established and administered earlier this year by the Middle East Relief and Refugee Administration, whose functions and personnel have been absorbed by U. N. R. R. A. The population in each camp has been increasing steadily this spring and summer, as refugees have been entering Italy and Turkey at the rate of 9,000 a month. Because of the congestion created in these countries by the refugees, they are registered for transport to the Middle Eastern camps almost immediately.

Although the camps will soon reach the saturation point, little consideration has been given to acquiring new ones, other than two, as there are indications that military operations may progress rapidly enough for a start soon in returning these persons to their homelands.

The long lines of tents in the middle of the desert make a depressing picture, but reports from the camps reveal that barraging

wind and sand storms, the climate is comfortable. Morale has not been lowered by boredom as the refugees are kept busy in household duties, camp maintenance, handicraft, schools, and just talking to one another in complete safety. Rope furnished by U. N. R. R. A. is being fashioned into fish nets for use when the refugees get home again.

#### Four Camps in Egypt

The camps and their locations are Moses Wells, Egypt; El Shatt, Egypt; El Khataba, Egypt; Tolumbat, Egypt; Nuseirat, Palestine, and Aleppo, Syria. The largest camp, accommodating 30,000, is El Shatt, and is exclusively for Yugoslavs, who also are sheltered at El Khataba. Greeks are sent to Moses Wells, and Nuseirat, Tolumbat, and Aleppo are reception centers, where refugees wait a few weeks before being dispatched to any of the other four camps.

Except for minor discrepancies, such as better housing and recreation facilities at Nuseirat than at El Shatt, the routine of living is similar. Families are housed in the same tent, and single men and women separately. Each camp has a refugee self-government association, thus giving the men and women a chance to voice their grievances or make suggestions. Comparison of reports on the camps revealed that the Yugoslavs take a greater interest in self-government than the Greeks.

The camps have community stores and canteens where razor blades and other small items are

purchased with local camp scrip. Clothing and bedding are distributed free, as are food and all other essentials of living.

Years of starvation and general mistreatment have damaged the health of the refugees, but on the whole, health reports have been good and no epidemics of a serious nature have occurred. At El Shatt, for example, much stress is put on clinics for children, skin diseases, minor ailments and gynecology. The four or five graduate nurses are busy training young women refugees as nurses aids. Serious cases are transported to the nearest British Army hospital.

On arriving at a reception center such as Aleppo, the refugees from Greece and the Dodecanese Islands are registered, and then sent immediately to disinfecting units. While their clothes are steamed for lice, the refugees are scrubbed thoroughly under showers and get a medical inspection.

#### Equipment Needed

The estimated cost of operating the camps is \$9,600,000, excluding administrative expenses. An additional \$500,000 will be required for new construction and equipment. The camps are administered by British military personnel, U. N. R. R. A. civilians and members of volunteer agencies.

Just a curtain raiser to hundreds of camps that will be scattered throughout the Balkans and northern Europe when the Nazis have been rolled back for good. U. N. R. R. A.'s practice session may seem small, except to the 54,000 refugees who gain a haven.

TO: M. A. Abrahamson 7/22/44

Dunlop agreed that Pahl  
would be advised before a  
final decision is made to  
close Lyantey.

The attached is for your  
UNRRA file.

Matthew J. Marks

TR-6

000846

I N C O M I N G   A I R G R A M

Rec'd in UNRRA  
4.15 p.m., July 13,  
1944

FROM: Casablanca (FOR LEHMAN & CROWLEY)  
NUMBER: A-5  
DATED: July 7, 1944

Reference my UNRRA number four for Crowley and Lehman, June 26.

Present total camp population 640 of whom 432 are either Greek or Spanish nationals of Greek origin and residence. Most desire repatriation with some seeking immigration into Palestine. Of remaining 208, 105 claim ability to establish neutral or friendly nationality status. Of 103 stateless, only 44 claim to originate from enemy countries. It is doubtful whether any further substantial movement may now be expected from Spain.

Against this background I present the following propositions:

1. Major purposes of this project were achieved during the months when its imminence permitted stateless refugees to remain at liberty in Spain and further refugees to enter, pending provision of transportation to North Africa.
2. Continued operation of project on present basis is completely uneconomical. Based on my budget proposal of 15 June 1944, present camp population requires per capita outlay of \$625.00 for current fiscal year exclusive of cost of installations, equipment and supplies already provided.
3. Though recent supply crisis currently staved off, indications foreshadow its aggravated resurgence three or four months hence.
4. Continuation of project beyond November would necessitate putting camp into winter shape involving as a minimum reroofing of most buildings, installation of partitions, stoves and celoglas screening in all buildings, and toilet and water facilities in buildings housing aged people or families with infants. All repeat all materials for these purposes must come from States.
5. Establishment of supply line from States in small quantities required for this project would be even costlier than present arrangement and, based on current experience, dangerously uncertain.
6. Experience thus far suggests that within three months about one hundred residents will have left camp through repatriation (e.g., Soviet citizens, Yugoslavs, South Americans) enlistment in French Foreign Legion or British Pioneer Corps, or employment.
7. I believe that if main Greek group were removed, French authorities would consent to distribution of remaining hundred odd persons throughout main Moroccan cities, to reside there until repatriation or emigration becomes possible, if maintenance were guaranteed.
8. If UNRRA policy would not permit cash grants for this purpose, I believe further that Joint Distribution Committee, through subsidies to its local committee, is prepared arrange that such persons would not become public charges. Based on those propositions I re-

000847

A-5 (from Casablanca)

-2-

July 7, 1944

quest immediate consideration of transferring refugees of Greek origin from NARC to existing Middle East camps of Greek nationals. This would also facilitate their repatriation to Greece since, when repatriation becomes feasible, they will form part of a larger group earmarked for such repatriation rather than a small group, physically far removed from centers of Greek activity and technically Spanish in nationality, for whom repatriation must be separately initiated. For those whose desire is Palestine immigration, eastward movement at that time would be in a general direction of their objective.

If this proposal is impracticable, I request transfer of NARC population to large camp which I understand now being considered in Tunisia. Either proposal would liquidate present project in time to make entire present NARC staff which has acquired valuable experience in preparation and initial stages of camp operations, available for larger operations in prospect elsewhere.

Please advise soonest so that I can initiate exit permits and investigate transportation possibilities.

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000848

WAR DEPARTMENT  
OFFICE OF THE CHIEF OF STAFF  
CIVIL AFFAIRS DIVISION  
WASHINGTON 25

11 July 1944

Mr. Albert Abrahamson,  
War Refugee Board, Room 196,  
Main Treasury Building,  
Washington 25, D.C.

Dear Mr. Abrahamson:

Receipt is acknowledged of your note of 6 July 1944 addressed to Major Wheeler Grey of this Division concerning foreign born physicians, now in this country, some of whom may be available for overseas duty with the United Nations Relief and Rehabilitation Administration.

In view of the difficulties encountered in recruiting medical personnel for overseas assignment it would appear that knowledge of the existence of a pool of foreign born physicians will be of great assistance to UNRRA. I am pleased to note that it is being brought to Governor Lehman's attention.

As you requested, I am returning the original of the letter from the National Committee for Resettlement of Foreign Physicians. The copy of that letter, which you furnished for the use of this Division, and the continued interest of the War Refugee Board in the Army's problems in connection with displaced persons and refugees, are much appreciated.

Sincerely,

*Ray J. Lane*  
for J. H. HILDRING,  
Major General,  
Director, Civil Affairs Division.

Incl.

Ltr dated 5 Jul 44 from Nat'l Com.

000849

11 July 1944

Mr. Albert Abrahamson,  
War Refugee Board, Room 196,  
Main Treasury Building,  
Washington 25, D.C.

Dear Mr. Abrahamson:

Receipt is acknowledged of your note of 6 July 1944 addressed to Major Wheeler Grey of this Division concerning foreign born physicians, now in this country, some of whom may be available for overseas duty with the United Nations Relief and Rehabilitation Administration.

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Sincerely,

J. R. HILLDRING,  
Major General,  
Director, Civil Affairs Division.

Incl.

Ltr dated 5 Jul 44 from Nat'l Com.

000850

TELEPHONE: CANAL 6-5000

NATIONAL COMMITTEE FOR RESETTLEMENT OF FOREIGN PHYSICIANS  
139 CENTRE STREET  
NEW YORK CITY

July 5, 1944

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DR. M. C. WINTERHITS, NEW HAVEN

Lucille M. Segal

HENRY D. BIELT  
SECRETARY

AFFILIATED WITH:  
NATIONAL REFUGEE SERVICE, INC.

IN COOPERATION WITH:  
AMERICAN FRIENDS  
SERVICE COMMITTEE

AMERICAN COMMITTEE FOR  
CHRISTIAN REFUGEES

THE COMMITTEE FOR CATHOLIC  
REFUGEES

Mr. Albert Abrahamson  
War Refugee Board  
Washington, D. C.

Dear Mr. Abrahamson:

At Mr. Beck's request, I am enclosing material relative to the composition of a group of 4,143 physicians and dentists registered with our Committee. These are men who are graduates of foreign schools and have come to this country during the past ten years.

This Committee, as you know, was set up to handle the problems of professional adjustment in the United States for this group which finds itself restricted in professional activity by the laws of our various states which prohibit licensure of non-citizens and/or foreign graduates. We have set up machinery for evaluating the professional background of our registrants; for assisting them in preparation for United States licensure; and for planning with them and assisting them financially, when necessary, to find professional opportunities which will make them independent members of the American medical professions.

Because of non-citizenship, so called enemy alien status, and relatives in occupied territory, the majority of our registrants have found themselves barred from medical commissions in our armed forces. Almost all of them of military age have applied for service but except for a very small number, their efforts have been unsuccessful. Some have been inducted by Selective Service as privates. However, at present the Procurement and Assignment Service has directed local Selective Service Boards to consider "essential" all foreign graduates not eligible for medical commissions, and in recent weeks, induction within this group has ceased.

Our Committee has worked very closely with both the National and Local Procurement and Assignment office in filling vacancies on the staffs of private and public hospitals and in placing qualified physicians from among our registrants in civilian areas designated as "critical" because of lack of medical personnel. Sometimes these private practices are on a "for the duration of the war basis", sometimes, they are actual "locum tenens" arrangements with our registrant holding the practice of a physician who has gone to the armed service.

0000851

Mr. Albert Abrahamson

July 5, 1944

Unfortunately, however, there are only four states which permit non-citizens to take licensing examinations and some thirty others prevent foreign graduates from qualifying for licensure even after naturalization. For that reason, many of our well qualified professional registrants find themselves compelled to practice in areas which are relatively well supplied with physicians. They naturally feel that they are not being used to capacity.

The eagerness of this group to contribute to the war effort of this country cannot be questioned. Feelings of frustration among them are very pronounced. Should it be possible for some plan to be worked out by which some of them could be used in over-seas rehabilitation programs, we feel confident that numbers of them would be available. Lack of United States citizenship would necessitate certain controls being set up for some of them. These controls would relate to:

1. Assurance that the non-citizen could return to the United States if he so desired.
2. Protection of the same kind provided United States citizens while in foreign countries.
3. Provision for the period spent in overseas service to be computed as "residence in the United States" in the matter of computing eligibility for United States citizenship.

If these details could be arranged, there seems every reason to suppose that recruitment would not be a problem.

I think you will be interested in knowing that Dr. Ernst P. Boas of our Committee wrote to Mr. Lehman last week asking that UNRRA give some thought to the possibility of using some of our registrants and suggesting that representatives of our agency and UNRRA meet to discuss possible means of implementing such a plan.

I hope that this information will prove helpful to you. If there are any questions which this material does not cover, we will do our best to get more data to you.

Sincerely yours,

*Lucille M. Segal*  
Lucille M. Segal  
Secretary

LMS/mvc  
enc

000852

PERTINENT FACTS REGARDING REFUGEE PHYSICIANS

The National Committee for the Resettlement of Foreign Physicians has registered with it 4,143 physicians and dentists who are graduates of foreign universities and have come to the United States within the past ten years. This group represents a pool of medical man-power which, because of the laws of various states, restricting licensure to American citizens and/or graduates of American or Canadian Medical Schools, has not been able to make its maximum professional contribution to this country. Statistical data compiled by the National Committee for the Resettlement of Foreign Physicians present the following over-all picture of this group.

AGE

The median of the group is 45.5 years. Those between 30 and 55 represent approximately 80% of the total.

SEX

15% of the total are women

LENGTH OF RESIDENCE IN U.S.  
AS OF MAY 1944

Approximately 60% have been in this country over 5 years.  
23% have been here between 4 and 5 years  
16% have been here between 1 and 4 years  
Only 1% have been here less than 1 year.

CITIZENSHIP STATUS

About 2% are in the U. S. as visitors and are not eligible for citizenship. Status of 7% is unknown to us. 40% are U.S. citizens or had (in May) applied for final citizenship. The naturalization of this group might be expedited. 49% have declared their intention of becoming citizens (1st papers). 2% are still non-declarant aliens.

COUNTRY OF LAST CITIZENSHIP

76% of those whose last citizenship is known are Germans or Austrians. Next in order of volume are Poles, Hungarians, Czechs, Italians, Russian, French and Swiss.

COUNTRY OF GRADUATION FROM MEDICAL SCHOOL

2% were still students at time of immigration.  
In the case of less than 1%, country of graduation is unknown to us.  
76% of the total graduated from German and Austrian schools. Italy, Switzerland, and Czechoslovakia represent the largest portion of the remainder in the order stated.

000853

FIELDS OF MEDICINE FROM WHICH REGISTRANTS COME

6.9% of this group come from the field of dentistry. All others come from the field of medicine or medical research. The largest group were in general medicine; internal medicine, pediatrics, obstetrics and gynecology, dermatology, neurology and psychiatry, surgery, ear-nose and throat, ophthalmology, lung diseases, X-ray and radiology, pathology, orthopedic surgery, physical therapy, urology, and tropical diseases contributed the remainder in the order stated. It should be noted that the majority of these men are not practicing as specialists in the United States but have prepared themselves to carry on as general practitioners.

UNITED STATES LICENSURE (in one or more states)

Licensed	-	2746
Unlicensed	-	1155
Licensure status unknown	-	242

PRESENT OCCUPATIONS

Some 11.8% of the total are unreported. 50% are now in private practice (1991 medical and 63 dental). 15.3% are in hospital positions 7% have left the field of medicine 4% are unemployed (this includes those who are at present incapacitated, and those who are studying for State Board examinations, as well as those who are actually unemployed). 3.6% are in the army. The remaining 8.3% are in government or industrial positions, are students at schools of medicine or dentistry, or have miscellaneous appointments not listed above.

THOSE NOW KNOWN TO BE IN THE ARMY (as of July 3, 1944)

These figures change from day to day.

Commissioned	106
Non-commissioned	30
Rank unknown	11
Women-commissioned	2
Total 149	

000854

July 5, 1944

Mr. Albert Abrahamson  
War Refugee Board  
Washington, D. C.

Dear Mr. Abrahamson:

At Mr. Beck's request, I am enclosing material relative to the composition of a group of 4,143 physicians and dentists registered with our Committee. These are men who are graduates of foreign schools and have come to this country during the past ten years.

This Committee, as you know, was set up to handle the problems of professional adjustment in the United States for this group which finds itself restricted in professional activity by the laws of our various states which prohibit licensure of non-citizens and/or foreign graduates. We have set up machinery for evaluating the professional background of our registrants; for assisting them in preparation for United States licensure; and for planning with them and assisting them financially, when necessary, to find professional opportunities which will make them independent members of the American medical profession.

Because of non-citizenship, so called enemy alien status, and relatives in occupied territory, the majority of our registrants have found themselves barred from medical commissions in our armed forces. Almost all of them of military age have applied for service but except for a very small number, their efforts have been unsuccessful. Some have been inducted by Selective Service as privates. However, at present the Procurement and Assignment Service has directed local Selective Service Boards to consider "essential" all foreign graduates not eligible for medical commissions, and in recent weeks, induction within this group has ceased.

Our Committee has worked very closely with both the National and Local Procurement and Assignment office in filling vacancies on the staffs of private and public hospitals and in placing qualified physicians from among our registrants in civilian areas designated as "critical" because of lack of medical personnel. Sometimes these private practices are on a "for the duration of the war basis", sometimes, they are actual "locum tenens" arrangements with our registrant holding the practice of a physician who has gone to the armed service.



PERTINENT FACTS REGARDING REFUGEE PHYSICIANS

The National Committee for the Resettlement of Foreign Physicians has registered with it 4,143 physicians and dentists who are graduates of foreign universities and have come to the United States within the past ten years. This group represents a pool of medical man-power which, because of the laws of various states, restricting licensure to American citizens and/or graduates of American or Canadian Medical Schools, has not been able to make its maximum professional contribution to this country. Statistical data compiled by the National Committee for the Resettlement of Foreign Physicians present the following over-all picture of this group.

AGE

The median of the group is 45.5 years. Those between 30 and 55 represent approximately 80% of the total.

SEX

15% of the total are women

LENGTH OF RESIDENCE IN U.S.  
AS OF MAY 1944

Approximately 60% have been in this country over 5 years.  
25% have been here between 4 and 5 years  
16% have been here between 1 and 4 years  
Only 1% have been here less than 1 year.

CITIZENSHIP STATUS

About 2% are in the U. S. as visitors and are not eligible for citizenship. Status of 7% is unknown to us. 40% are U.S. citizens or had (in May) applied for final citizenship. The naturalization of this group might be expedited. 49% have declared their intention of becoming citizens (1st papers). 2% are still non-declarant aliens.

COUNTRY OF LAST CITIZENSHIP

76% of those whose last citizenship is known are Germans or Austrians. Next in order of volume are Poles, Hungarians, Czechs, Italians, Russian, French and Swiss.

COUNTRY OF GRADUATION FROM MEDICAL SCHOOL

2% were still students at time of immigration.  
In the case of less than 1%, country of graduation is unknown to us.  
78% of the total graduated from German and Austrian schools. Italy, Switzerland, and Czechoslovakia represent the largest portion of the remainder in the order stated.

000857

FIELDS OF MEDICINE FROM WHICH REGISTRANTS COME

6.9% of this group come from the field of dentistry. All others come from the field of medicine or medical research. The largest group were in general medicine; internal medicine, pediatrics, obstetrics and gynecology, dermatology, neurology and psychiatry, surgery, ear-nose and throat, ophthalmology, lung diseases, X-ray and radiology, pathology, orthopedic surgery, physical therapy, urology and tropical diseases contributed the remainder in the order stated. It should be noted that the majority of these men are not practicing as specialists in the United States but have prepared themselves to carry on as general practitioners.

UNITED STATES LICENSE (in one or more states)

Licensed	-	2746
Unlicensed	-	1155
License status unknown	-	242

PRESENT OCCUPATIONS

Some 11.6% of the total are unreported. 50% are now in private practice (1091 medical and 63 dental).  
 15.5% are in hospital positions  
 7% have left the field of medicine  
 4% are unemployed (this includes those who are at present incapacitated, and those who are studying for State Board examinations, as well as those who are actually unemployed).  
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These figures change from day to day.

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Non-commissioned	30
Rank unknown	11
Women commissioned	2

Total 149

000858

COPY

*anna*

TO: ~~Mr. W. H. C. Harrison~~

FROM: ~~John W. Cogan~~

UNITED NATIONS RELIEF & REHABILITATION ADMINISTRATION  
1344 Connecticut Avenue  
Washington 25, D. C.

July 5, 1944

Dr. Ernst P. Boas  
National Refugee Service Inc.  
139 Centre Street  
New York City

Dear Dr. Boas:

Governor Lehman has referred your letter of June 29, 1944, regarding placement of refugee physicians with UNRRA, to me for reply.

We are in need of medical personnel and I should be very happy to go over this problem with you at any time you are able to be in Washington. Our considerations involving citizenship, nationality, etc. will affect the places where staff can be used and I would like to discuss these fully. It seems we should be able to recruit some good material from this source.

Sincerely yours,

James A. Crabtree, M.D.  
Deputy Director  
Health Division

000050

EXECUTIVE OFFICE OF THE PRESIDENT  
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE June 24, 1944

TO Mr. Abrahamson  
FROM J. W. Pehle

Please speak to me about my discussion with  
McGloy on the UNRRA medical personnel problem  
and related UNRRA problems.

JWP

000860

EXECUTIVE OFFICE OF THE PRESIDENT  
WAR REFUGEE BOARD

INTER-OFFICE COMMUNICATION

DATE June 22, 1944

TO Mr. Pehle

FROM Mr. Abrahamson

The attached memorandum, prepared by Messrs. Marks and Sargoy, presents the most compelling evidence to the effect that the shortage of UNRRA medical and administrative personnel in MERRA camps and in North Africa tends to stop the flow of refugees from the Continent. Since the situation shown by the Army's most recent message is more complete, urgent and up-to-date than earlier reports, it has been decided not to include references to such earlier messages as those from Ackermann and Murphy.

If there are any questions as to fact or interpretation in connection with the attached memorandum, Messrs. Marks and Sargoy are available during my absence. They are particularly concerned that you understand the meaning of the last sentence in the first paragraph on page 2. This sentence reads as follows:

"It is understood that the Army will agree to furnish, against reimbursement, basic stores and supplies until such time as UNRRA is able to obtain such items from other sources."

They wish it understood that the Army <sup>has not</sup> made no such agreement and that the statement is a reasonable conclusion based on the relations between the Army and UNRRA in the Lyautey Project.

At the forthcoming conference with Governor Lehman, you may also wish to point out the following:

1. It is estimated that 6500 refugee doctors have come to this country in the past decade.
2. The National Committee for the Resettlement of Foreign Physicians, with headquarters in New York, is concerned about their current situation and their post-war prospects.

000861

3. A number of these doctors might well be made available to meet UNRRA needs, either by (a) having UNRRA engage and pay for them or (b) having UNRRA arrange for private agencies to engage and pay for them.

It seems to me extremely important that a high ranking Army representative be present at the meeting with Governor Lehman.

a.a.

MEMORANDUM FOR GOVERNOR LEEHAN

A critically urgent situation has developed in Italy as a result of a large and constant influx of refugees from Yugoslavia. The Army reports that facilities there are inadequate to take care of more than a very small proportion of these refugees.

Unless havens outside of Italy are found immediately, one of two alternatives is inevitable: - the burden of caring for refugees in Italy will seriously hamper military operations there; or, what is far more likely, and what is temporarily occurring and threatens to continue in the future, the flow of refugees to Allied Italy will be severely curtailed by the military. The latter alternative means the sacrifice of thousands of innocent lives.

Aware of this, the President has made it clear that under no circumstances should the escape of refugees from the Balkans to Italy be discouraged. Therefore, it is of the utmost urgency that existing facilities for the care of refugees outside of Italy be expanded at once and additional havens be established.

The Army reports that Italy's capacity to provide for refugees is limited to 10,000. If the average rate of influx of 1480 weekly for the first six months of this year continues, as appears likely, this capacity will rapidly become exhausted. Accordingly, the Army, Ambassador Murphy, the War Refugee Board representative in the Mediterranean area and others all agree that emergency measures must be taken immediately. The Army has submitted the following proposals for immediate action:

1. Within four weeks medical personnel sufficient to care for an additional 10,000 refugees must be furnished to the MERRA camps. It is understood that it is only the lack of such medical personnel which prevents these camps from being expanded from their present 30,000 limit to the 40,000 quota agreed upon between MERRA, UNRRA and the Army. The military states that it is impossible for the Army to furnish the necessary medical personnel. If the MERRA camp facilities are expanded to provide for the 40,000 quota, this will enable the Army to receive in Italy on a transit basis 10,000 additional refugees.

2. To take care of a still further influx of refugees, the Army is now preparing in the Philippeville area of Algeria, a camp for 10,000 refugees containing a 300 bed hospital. The Army has indicated its willingness to administer this camp until the end of September, at which time it is hoped that URMMA will take over the administration. It is understood that the Army will agree to furnish, against reimbursement, basic stores and supplies until such time as URMMA is able to obtain such items from other sources.

If URMMA agrees to administer the Philippeville camp, it will be necessary for URMMA to send to French North Africa at once an organizing executive and personnel nucleus, to be followed in eight weeks by the remainder of the staff. The requirements for an administrative staff for the Philippeville camp are set forth by the Army in a cable dated June 14, 1944, a copy of which is attached hereto.

If URMMA agrees to carry out the above action within the time limits indicated, the Army states that it will be able to receive 2,000 refugees weekly in Italy for months. In view of the urgency of the above situation, I would very much appreciate your prompt decision on this matter.

Attachment

100864

MEMORANDUM FOR GOVERNOR LEHMAN

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000865

- 2 -

2. To take care of a still further influx of refugees, the Army is now preparing in the Philippeville area of Algeria, a camp for 10,000 refugees containing a 600 bed hospital. The Army has indicated its willingness to administer this camp until the end of September, at which time it is hoped that UNRRA will take over the administration. It is understood that the Army will agree to furnish, against reimbursement, basic stores and supplies until such time as UNRRA is able to obtain such items from other sources.

If UNRRA agrees to administer the Philippeville camp, it will be necessary for UNRRA to send to French North Africa at once an organizing executive and personnel nucleus, to be followed in eight weeks by the remainder of the staff. The requirements for an administrative staff for the Philippeville camp are set forth by the Army in a cable dated June 14, 1944, a copy of which is attached hereto.

If UNRRA agrees to carry out the above action within the time limits indicated, the Army states that it will be able to receive 2,000 refugees weekly in Italy for months. In view of the urgency of the above situation, I would very much appreciate your prompt decision on this matter.

Attachment

MJM:MS:bbk - 6/22/44

*MJM ms aa*

000866

~~CONFIDENTIAL~~

PARAPHRASE OF CABLE

From: Algiers  
To : War Department  
No. : F-59229  
Date: 14 June 1944

RECEIVED  
LSD DIR. (9/27/60)

C  
O  
P  
Y

Date - 10-1-65

Signature - *Carl S. Spicer*

Participation UNRRA in refugee problems French North Africa is subject. Present situation conditioned by following factors:

1. 26,901 Yugoslav refugees held in Middle East on 3 June. Impossible Middle East accept over 40,000. Until UNRRA medical personnel received not more than 30,000 of these can be accepted.
2. Up to 10,000 can be held in Italy on transit basis. On 3 June evacuation greater part 3,313 in Italy will complete present quota of 30,000 in Middle East, enabling further 10,000 on transit basis to be brought into Italy.
3. Accumulation in Italy up to total 10,000 to be evacuated when UNRRA medical personnel arrive Middle East and then to full extent transit facilities can be reutilized.
4. By time Italian facilities under par. 3 exhausted probably end July, it is intended that "FNA Camp" with initial capacity 10,000 and hospital of 600 beds will be opened with later expansion if needed to 1,250 bed hospital and capacity 40,000.
5. Therefore it will be seen that problem is one of timing dependent on provision for Middle East of UNRRA medical personnel from your end and our ability with or without UNRRA assistance to open FNA camps. From now on estimate maximum 2,000 refugees can be accepted weekly for months (1,480 weekly average to 3 June), provided:

(a) UNRRA medical personnel as indicated in our cable 50606-F, dated 5/25, for Middle East are provided within 4 weeks;

(b) UNRRA medical personnel as indicated in par. 6 hereafter are provided for FNA within 8 weeks;

Military exigencies might compel restriction of free flow should UNRRA assistance not be forthcoming in accordance with this program.

000847

6. Now being prepared from military and other local resources is accommodation in FNA, Phillipeville area for 10,000 with 600 bed hospital. After end of September military responsibility cannot be contemplated. UNRRA should be fully responsible from that time. Recommend UNRRA personnel nucleus with an organizing executive be sent forward earliest with remainder in 8 weeks allowing time to take over from Army. On basis camp for 10,000 refugees with 600 bed hospital estimated personnel requirements:

- (a) 8 for controlled headquarters;
- (b) 18 administrative for camp; medical - one nurse, 2 doctors, 2 dispensers;
- (c) 10 doctors for hospital, including 1 anaesthetist, 1 gynaecologist, 2 surgeons. Nursing staff in proportions 2 female to 1 male - 90 administrative personnel - 20.
- (d) Requirements in our cable 50082-F, dated 5/24, amended by foregoing details.

7. Army providing necessary equipment for project including hospital. Will be notified separately as to detailed equipment UNRRA required to furnish with suggestions relative disposal to UNRRA of military property.

8. In 4 months position to be reviewed, when it may be necessary that separate camps be established in Italy or as envisaged in our cable 50082-F, dated 5/24, FNA project be expanded to 40,000 capacity. As suggested in 48567, dated 5/20, presence in Algiers with AFHQ of UNRRA representative would ensure UNRRA information of requirements in advance and greatly facilitate planning.

CONFIDENTIAL

CONFIDENTIAL

CONFIDENTIAL (9/27/66)

Date- 10-1-65

Signature- Carl L. Spicer

CONFIDENTIAL

000868

MEMORANDUM ON THE PHYSICIANS PROBLEM IN NORTH AFRICA

1. From every source we have received evidence that the shortage of medical personnel in UNRRA camps along the Eastern Mediterranean is proving a limiting factor in the number of refugees that are being permitted to enter those camps. In a recent message, Robert Murphy expresses real concern and indicates that the receptive capacity of the camps has been substantially reduced because of the shortage.
2. WRB has a direct interest in this problem. The recent announcement by the President that an emergency refugee shelter would be set up in this country was an indication of his concern with the necessity of maintaining clear channels for refugee movements from Italy. The clearing out of refugees from Italy will in turn facilitate the movement of refugees from Yugoslavia to Italy, and the clearing of refugees from Yugoslavia will then make it possible for unfortunates in Hungary to make their way to Yugoslavia. The bottleneck at the camps is therefore of great importance to the War Refugee Board.
3. There have come to this country in the past decade between six and seven thousand doctors from various countries in Europe. As a result of great effort, the bulk of these doctors have been able to find places in private practice and in institutions. Before the outbreak of the war and the sudden demand for military medical personnel, the problem was extremely acute. In a sense, it is acute now, in spite of the military situation because many of the doctors are unhappily doing routine work at institutions and because many others are merely substituting for men engaged in military activity.
4. When the war broke out, efforts were made in the direction of having refugee doctors of military age enter the army and the navy. Intelligence authorities, however, refused to permit their induction. One result in the post war period will be that refugee doctors will be under great criticism and suspicion because they will have established themselves during the absence of the regular practitioners. It is quite likely that most of the refugee doctors will be displaced again. In order to avoid this situation, attempts are being made to devise methods whereby these doctors can be placed in a more satisfactory manner.
5. In view of the above, it seems quite logical that the unmet demand for doctors in UNRRA camps be matched with the oversupply of this country. One hopes that UNRRA will be interested in bringing about this matching.
6. There will be certain problems in placing these refugee doctors in North Africa. These problems will vary with the nationality of the doctors and their post war plans.

000869

7. There are undoubtedly some naturalized Americans among the refugee doctor population. These could easily be retained as Americans and would have no difficulty in returning to this country.

8. Some of the doctors are citizens or nationals of United Nations countries, e.g. Czechoslovakia. This should certainly be acceptable to UNRRA authorities. They could either get re-entry permits for the United States or they could return to their native homelands when the war is over.

9. Some of the doctors are Italian, German or Austrian nationals who have their first papers in this country and would probably want some assurance that they could re-enter the country after they had performed their services in the camps in North Africa. This group would probably be the largest. It may be handled by the issuance of re-entry permits.

10. UNRRA may have difficulty in paying these doctors from its own fund. If this is true, a familiar pattern may be followed. UNRRA has already asked private agencies to furnish and pay for part of its social work staff. It has also received more money from the National War Fund for these purposes. It would be a simple matter to extend that approach to cover physicians.

11. The approach should probably be made to UNRRA on the highest level. Preferably some distinguished member of the Physicians Committee in New York who is a friend of the Governor's should call him up and tell him of the situation and how easily it may be met.

June 17, 1944 /  
Albert Abrahamson

MEMORANDUM ON THE PHYSICIANS PROBLEM IN NORTH AFRICA

1. From ~~other~~ <sup>every</sup> sources <sup>we have received</sup> ~~comes~~ evidence that the shortage of medical personnel in UNRRA camps along the Eastern Mediterranean is proving a limiting factor in the number of refugees that are being permitted to enter those camps. In a recent message, Robert Murphy expresses real concern and indicates that the receptive capacity of the camps has been <sup>substantially</sup> reduced because of the shortage.

2. WRB has a <sup>press</sup> ~~distinct~~ interest in this problem. The recent announcement by the President that an emergency refugee shelter would be set up in this country was an indication of his concern with the necessity of <sup>maintaining</sup> ~~keeping open~~ the channels <sup>for refugee movements</sup> from Italy. ~~It is believed~~ <sup>that</sup> the clearing out of refugees from Italy will <sup>in turn</sup> facilitate the movement of refugees from Yugoslavia to Italy. ~~In turn it is hoped that the~~ clearing of refugees from Yugoslavia will <sup>and the</sup> ~~make it possible~~ for unfortunates in Hungary to make their way to Yugoslavia. The bottleneck at the camps is therefore of great importance to the War Refugee Board.

3. There have come to this country in the past decade between six and seven thousand doctors from various countries in Europe. ~~It has~~ <sup>the result of</sup> ~~only been~~ the result of great effort ~~that~~ these doctors have been able to find places in private practise and in institutions. ~~Until~~ the outbreak of the war and the sudden demand for military medical personnel, the problem was extremely acute. ~~It is~~ <sup>in a result,</sup> ~~acute~~ <sup>now,</sup> in spite of the military situation because many of the doctors are ~~now~~ <sup>unhappily</sup> doing routine work at institutions and many others are <sup>because</sup> ~~simply~~ substituting for men engaged in military activity.

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~~It may be some question of funds to pay these doctors.~~  
~~This should not be difficult.~~ UNRRA has already asked private agencies to furnish and pay <sup>for part of</sup> the social work staff. It has also received more money from the National War Fund for these purposes. It would be a simple matter to extend <sup>that</sup> approach ~~to~~ cover physicians.

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11. UNRRA may have difficulty in paying these doctors from its own funds. If this is true, a familiar pattern may be followed.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

FOR THE PRESS  
FOR RELEASE TO  
A.M.'s SATURDAY, JUNE 10

Washington, D. C.  
No. 52  
June 9, 1944

The United Nations Relief and Rehabilitation Administration today made public a description of the refugee camps it operates in the Middle East which were referred to in President Roosevelt's statement on the care of Eastern Europe refugees in his press conference this morning. The summary follows:

"Since May 1, 1944, United Nations Relief and Rehabilitation Administration has been administering in the Middle East six refugee centers, now housing approximately 40,500 and expected within a short time to house a total of 54,000 Greek and Yugoslav refugees, mainly women and children. These camps were formerly administered by the Middle East Relief and Refugee Administration (M.E.R.R.A.), whose functions have been absorbed by United Nations Relief and Rehabilitation Administration. The refugees cared for in these camps were driven out of coastal and island areas of Greece and Yugoslavia as a result of military operations. Refugees are presently leaving these areas at the rate of 9,000 per month.

"The larger part of the Yugoslav refugees were at first transported by the military authorities from Yugoslavia to Italy and were and are being turned over to the care of United Nations Relief and Rehabilitation Administration by the military authorities in order to reduce the drain on supplies and shipping to Italy. Most of the Greek refugees were driven out of the Dodecanese Islands and other Greek islands by the Germans. Thus the care of these refugees by United Nations Relief and Rehabilitation Administration is closely related to military necessity. In fact, the British Army is cooperating very closely with United Nations Relief and Rehabilitation Administration in the administration of the camps and is furnishing a substantial number of personnel and other services. Voluntary welfare agencies are also cooperating closely with United Nations Relief and Rehabilitation Administration and have furnished valuable personnel and certain amounts of supplies.

"The estimate of the cost of operation of these camps for the year beginning May 1, 1944, is approximately \$9,600,000, excluding administrative expenses which cannot be estimated since British military personnel is now assisting in the operation of the camps and may have to be replaced by civilians. An additional \$500,000 will be required for new construction and additional equipment.

"These estimates assume a maximum camp population of 54,000. The general rule of the camps is to require work from all physically fit refugees. In addition to duties connected with camp maintenance, refugee women work at sewing and knitting, and men are carpenters, cobblers, painters, etc. Women and girls are being trained as nurses so that they can help in the camps and in the countries to which they will return. Those unable to work receive small allowances of about 50 cents weekly with which they may make purchases at the camp canteen.

"The following is a summary description of the camps:

**MOSES WELLS** - Located in Egypt. Refugee camp, in operation by Middle East Relief and Refugee Administration since July 1942. Population as of March 16, 1944, 1,841 Greek refugees, predominantly women and children; the camp was being enlarged and equipped to accommodate some 3,500 in May-June and 5,000 in July-September

of this year. Refugees are housed in tents with concrete floors, the capacity of each tent being 16 to 20 persons. The camp has been administered by British Army personnel, and Greeks serving as medical officers, priests, and welfare officers.

EL SHATT - Located in Egypt. Refugee camp, set up by Middle East Relief and Refugee Administration early in 1944 to accommodate Yugoslav refugees evacuated from the Dalmatian Coast via Italy to Egypt. By April 11,000 had arrived, predominantly women and children. The camp population is expected to be 20,000 to 25,000 in May-June and 30,000 in July-September. The camp was under construction when United Nations Relief and Rehabilitation Administration took over and conditions were very primitive. The refugees were and are to be housed in tents. At the end of March, the staff was comprised of British Army personnel and persons from private agencies, including representatives from the Near East Foundation, the American Friends' Service Committee, the Mennonite Central Committee, the Friends' Ambulance Unit, the British Red Cross, and St. John's War Organization, the American Red Cross, the International Voluntary Service for Peace, the Jewish Relief Unit and the Save the Children Fund.

EL KHATATBA - Located in Egypt. A refugee camp which is expected to harbor 5,000 Yugoslavs. Its staff consisted, in April, of British Army personnel and 25 persons from private agencies.

TOLUMBAT - Located in Egypt. A reception and transit camp, with a population of approximately 40 Greeks and 173 Yugoslavs on March 16, 1944. Its staff at that date consisted of British officers. The camp is expected to harbor 1,000 persons.

NUSEIRAT - Located in Palestine. Its population on April 6, 1944 consisted of 7,805 refugees from the Greek islands and the Dodecanese, of whom the great majority are women and children. Its population was expected to increase to 10,000 in May-June and 12,000 in July-September. This camp was taken over by Middle East Relief and Refugee Administration to shelter all Greek refugees brought into Palestine. The refugees are housed in tents or barrack-style huts. As of April 6, 1944, the staff included British and Greek Army personnel, Greek doctors and workers from voluntary societies (the Near East Foundation, British Red Cross, and Friends' Ambulance Unit).

ALEPPO - Located in Syria. A transit camp, housed in barracks and intended for the reception, interrogation, disinfection, medical examination, and routing of all refugees entering through Turkey. The refugees arriving in April were mainly from the Greek and Dodecanese Islands and were coming through at the rate of 1,000 a month. On March 16, 1944, the population of the camp numbered some 248 persons, and the staff on that date consisted of British military personnel. Its population was expected to increase to 1,000 by May-June.

Camp Marshal Lyautoy near Casablanca, Morocco, is a joint United States-United Kingdom undertaking to which stateless and other refugees in Spain are being removed so that other refugees may be able to enter Spain from enemy occupied areas. With the creation of United Nations Relief and Rehabilitation Administration the question arose of transferring the camp to United Nations Relief and Rehabilitation Administration and it is hoped that the transfer will become effective when funds for the United States' contribution to United Nations Relief and Rehabilitation Administration have been appropriated. The site of the camp is a former Army base, now evacuated, and the buildings, of semi-permanent barracks type, will accommodate 2,000 persons. With the use of tents, camp capacity can be extended to 8,000. Pending the transfer, United Nations Relief and Rehabilitation Administration has provided certain necessary administrative personnel and has assisted United States agencies in their administration of the camp."

**BEST AVAILABLE COPY**

1  
Cairo, Egypt  
K R A

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

American Legation  
Cairo, Egypt  
April 29, 1944

MEMORANDUM

TO: Dr. Crabtree, attention Miss Johnston  
FROM: Col. Brown  
SUBJECT: Attached report

Attached is the Report submitted by Miss Kerze  
on nursing at Camp El Shatt, April 11-25, 1944.

B.E.B.  
mga

*submit to Dr. Crabtree*

000870

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

TO: Margaret Arnstein  
UNRRA Director of Nursing  
Middle East Office

FROM: Therese Kerze  
Director of Nursing

PERIOD: April 11, 1944 to April 25, 1944

SUBJECT: Progress report on nursing at Camp El Shatt

I. NURSING STAFF AS OF APRIL 25

Besides the Director of Nursing there are the following nursing staff:

- 1 "Instructor and Supervisor of Nurses Aides", Ruth Faust, Near East Foundation.
- 3 American Army nurses on loan for 3 weeks.
  - Angela Porenski arrived 4/13
  - Bessie Fritz " 4/17
  - Laure Zukowski " 4/17
- 1 Graduate nurse, head of Yugoslav Red Cross, Mademe Smiljanic.
- 1 Graduate nurse - Save the Children's Fund, Miss Crowford arrived 4/18.
- 1 Nurses Aide - Save the Children's Fund, Miss Dalrymple arrived 4/18.
- 1 Male nurses aide - Friends Ambulance Service, Mr. Hicks.
- 10 Yugoslav Red Cross (untrained nurses aides)
- 18 Bolnicarke - Group I
- 17 Bolnicarke - Group II

II. ASSIGNMENT OF NURSING STAFF

<u>Ward</u>	<u>Graduate</u>	<u>Nurses Aides</u>
Ward A (Female Medical) 20 beds	(Miss Crowford	(Plus Miss Dalrymple
" C (Male Medical) 20 beds	( - -	( " 7 Yugo. Red Cross
" Maternity 9 beds	( - -	( " " " " "
" B (Female Medical) 13 beds	Mme. Smeljanic	Plus 3 " " "
Pediatrics 34 beds		
plus 6 (tents)	Miss Foranski	Plus 17 Bolnicarke II
Isolation 60-70 beds	Miss Fritz	(Plus 18 Bolnicarke I
		(Mr. Hicks
Night Supervisor	Miss Zukowski	

III. NEW SCHEDULE OF HOURS

On 4/17 a change was made to the following schedule of hours which results in three working shifts:

1. 8:00 a.m. to 4:00 p.m.
2. 4:00 p.m. to 12:00 midnight.
3. 12:00 midnight to 8:00 a.m.

The graduate nurses are on 12 hour duty and take their off duty time when the work is light.

*Joker for Porenski file*

000877

#### IV. NURSES AID TRAINING - BOLNICARKE

A. Group I has continued to work on isolation covering it for 24 hour duty. Their instruction will be completed this following week.

B. Group II began to work on Pediatric floor on April 14 and a week later they covered this service for 24 hour duty. Their instruction will be completed this following week. This group is now equipped to:

1. Make beds
2. Give baths
3. Morning and afternoon care
4. Care of elimination and enemas
5. Feeding of patients
6. Taking and charting of temperatures
7. Preparation of babies' formula

Material still to be covered includes:

1. Lecture on nutrition and diets
2. Simple dressings, bandaging and first aid.
3. Communicable diseases and isolative technique

It is hoped that a graduation ceremony could be held the weekend of May 6. A colored chevron for the sleeve will distinguish the graduates from incoming new group.

C. Group III. On 4/25 a request was made of Dr. Viskovic to take to the Central Committee for another group of 15 to 20 young women. These will all be from Camp II since there are fewer from this camp and to facilitate transportation. Classes will be held on Tuesday, Thursday and Saturday of the week of May 1st with the girls coming to the School for instruction and then returning to their camp. It may be necessary to continue this there the second week if it is not possible before then to make living arrangements in the Hospital Compound. An interview of candidates will take place on April 29.

The teaching has continued with Miss Faust taking over all the practical instruction and demonstrations and the Director of Nursing doing the theoretical instruction. This has worked out very well. Supervision on the ward has been done by both of us. As stated previously, the title of "Instructor and Supervisor of Nurses Aides" was given to Miss Faust on April 2. Miss Faust is doing an excellent job.

#### Future Plans:

1. Problem of uniforms. Due to another supply of blue seersucker uniforms it has been possible to give Group II two pieces and there are just about enough left for one piece for a new group. But uniform or no uniform, the new group starts and will be put on duty.
2. The course of instruction for the future will follow that given Groups I and II. Miss Faust is at work in improving and consolidating the set of two lesson plans used into one basic course.

3. From the present Bolnicarke a small group will be added on the sleeve. For each advanced course taken preparation each Bolnicarke has had.

V. YUGOSLAV RED CROSS GROUP

This group now of April 18. for the

**BOLNICARKE**

tion will be completed this following week.  
to work on Pediatric Floor on April 14 and a  
this service for 24 hour duty. Their instruction  
following week. This group is now equipped to:

nd afternoon care  
administration and enemas  
of patients of temperatures  
and charting of formula

3. From the present Bolnicarke a small group will be selected for an advanced course. For each advanced course taken, another chevron will be added on the sleeve so that one will be able to know at a glance the preparation each Bolnicarka has had.

**V. YUGOSLAV RED CROSS GROUP**

This group now numbers 10 due to the resignation of Franciska Bajt as of April 18. The group is still anxious for a course of instruction and for the sake of having a better qualified, intelligent group and a standardized technique, it is being planned. Beginning Wednesday, May 3, one or two sessions will be held weekly from 10-11 a.m. The material covered will be the same given to Bolnicarke followed by a course in Maternity, New Born care, and giving of Medications.

**VI. HOSPITAL NURSING**

A. Pediatric Ward. On April 13, one-fourth of the new hospital buildings was designated as a pediatric ward and all the children were moved into the new building. Since it is not completed there are many inconveniences but this is a minor matter in comparison with the comfort of the children. It is staffed exclusively with Bolnicarke Group II which enables one to supervise them with greater ease than if they were distributed around the hospital. The placing of all children into new Pediatric Ward has increased the number of beds available for adults in the main hospital. Cradles are being utilized for babies under 2 years of age. Mothers who are still nursing their babies are permitted to be admitted with child. No special provision is made for the mother and she sleeps on bed with child. These mothers have been quite a problem and happily a solution has presented itself - all babies admitted with mother are placed in tents rather than hospital. This still necessitates the double arrangement on a single cot.

B. New Technique. Through the diligence of Miss Faust, two new procedures were standardized and trays set up for:  
1. Temperature taking  
2. Formula preparation

C. The new building housing the School of Nursing was opened on April 2. It consists of a large classroom, a smaller room with beds and demonstration room, a bathroom with sink and tub, latrine, and a small office. A blackboard is being constructed and the building is not yet completed but classes are being held here. The Bolnicarke are greatly elated over their new quarters and it makes teaching infinitely easier than as formerly - in a tent.

D. A hospital nursing and procedure book is being set up. The new policies being written by Miss Faust, having been previously discussed with Dr. Dodd, the Medical Director.

000979

VII. CLINICS

A. Therapeutic. Nothing new to report.

B. Preventive. Some work is being done in connection with the Child Welfare Clinics. Bathing facilities utilizing standard sinks (4) have been set up in one camp which is an improvement over previous arrangement.

Through the cooperation of Miss Britain (British Red Cross) we are trying at present to improve the present technique of formula making in Child Welfare Centers. The formula making technique established for hospital will also carry over for the clinics. Up to now bottles have been washed but not boiled and supplies only scalded. Enough and adequate equipment for one of the three centers has been collected and plans made for boiling of bottles in kitchen. A teaching demonstration will be held next week for Child Welfare Center Staff on preparation of formulas.

On April 20 a group of 100 mothers in Camp II was addressed by Director of Nursing on care of children in summer, etc. Mothers were very enthusiastic and stated that they would like weekly meetings on health subjects. They discussed some of their problems - the most acute being specially prepared unseasoned food for babies and need for more soap and thread. An attempt will be made to follow up this talk with another in two or three weeks.

Future plans are as indicated in above report and previously stated in report for Period March 28 to April 11.

Progress is being made as far as nursing at El Shatt is concerned. Special credit should go to Miss Ruth Faust for her grasp of activities planned and her untireless assistance in carrying through changes. Working under conditions such as at El Shatt is a true testing ground of flexibility and stamina!

The hope of the future nursing program here depends largely on the training of a large enough staff of Bolnicarke to staff the institutions, clinics and visiting nurse program. It is most heartening to have such a fine group as we now have who work diligently and eagerly for their people and their country.

Respectfully submitted,  
(signed) - Therese Kerze  
Therese Kerze  
Director of Nursing

*Case with U.N. ...*

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

American Legation  
Cairo, Egypt  
April 22, 1944

TO: Dr. Crabtree, Acting Medical Director  
FROM: Col. Brown, Chief Medical Officer  
SUBJECT: Miss Kerze's report on Nursing

We are herewith submitting Miss Kerze's report on Nursing at Camp El-Shatt from March 28 to April 11, 1944.

(signed) W. E. Brown

William E. Brown, Col.  
Chief Medical Officer

APPROVED  
Leird Archer  
Acting Chief of Mission

*George ...*

000000

TO: Margaret Arnstein  
UNRRA Director of Nursing  
Middle East Office

FROM: Therese Kerze  
Temporary Director of Nursing

PERIOD: March 28, 1944 to April 11, 1944

SUBJECT: Nursing at Camp El Shatt

I. NURSING ACTIVITIES AT CAMP

- A. Hospital. 57 patients divided into 3 wards and Maternity plus 15 patients in annex of tents opened up to relieve crowding in hospital and increase bed capacity.
- B. Isolation. 34 patients - capacity 74 + (Tents - about 6 beds to a tent)
- C. Camp Clinics. Each of below at each of the three camps - I, II, III.
- (1) Children's Clinic
  - (2) Skin and Surgical Clinic
  - (3) Medical
  - (4) Antenatal
  - (5) Gynecological
- D. Training of Nurses Aides

II. NURSING STAFF AS OF APRIL 11, 1944.

Supplementing myself (arrived March 28) there are:  
4 British Army - on loan for 3 weeks - present group leaves April 15.  
Have requested another last loan to tide us over until May 6.  
(Not obtained) mga

- 2 Nurses Aides - both leave April 17
- 11 Yugoslav Red Cross Aides (no previous training)
- 1 Madam Smiljanic - graduate nurse and head of Yugoslav Red Cross
- 1 Ruth Faust - Near East Foundation
- 18 Bolnicarke Group I - El Shatt Nurses Aide trainees from refugee group

Anticipated Staff to arrive on April 21:  
2 Nurses  
3 Asst. nurses  
2 Child clinic workers

Ready for duty Friday, April 14 (limited service)  
17 Bolnicarke - Group II - El Shatt Nurses Aide trainees

III. NURSES AIDE TRAINING - BOLNICARKE

A group of 18 girls had begun training early in February under one of the British Army nurses. This was taken over a week later by Miss Faust who then arrived. Since help was so limited the group were already at work only in the isolation unit composed of tents. Miss Faust has continued with their instruction and supervision working through an interpreter. Due to the terrific burden of work nothing definite had been planned about length of course, etc. etc. All the contagious disease nursing has been done by this group who have really done an admirable job.

Since our greatest need is more trained personnel, this was explained on Wednesday, March 29. to Central Committee, who sent Dr. Viskovic to discuss further details. The next afternoon there were already for interview 20 young women chosen according to the standards set:

- (1) Minimum age 16 yrs. - preferably 18 and over
- (2) Education - reading and writing ability and completion of at least 6 grades elementary school.
- (3) Good health record to be followed by physical examination.
- (4) An interest in nursing

Dr. Viskovic took the Director of Nursing to the Camp where the girls were assembled and interviews took place. All 20 met above qualifications and were accepted for instruction.

Instruction was begun on Friday, April 7, and has continued on April 8, 10 and 11, from 9:00 to 11:30 a.m. This is to continue April 12 and 13 and on Friday, April 14. The students will be assigned to duty in the hospital. The instruction has been done by Director of Nursing with participation of Miss Faust for practical work. The curriculum planned covers four weeks, at the end of which time a graduation ceremony will be held giving the aides social recognition, etc. After this first week there is practical and theoretical work combined.

First week curriculum briefly is:

- Lesson I -
  - a) Plan of course, hours of work, living arrangements, etc.
  - b) Types of nursing workers here and in Yugoslavia.
  - c) Purpose of hospital care.
  - d) Making the unoccupied bed.
- Lesson II -
  - a) Personal hygiene.
  - b) Explanation of their physical examination.
  - c) Making the occupied bed.
- Lesson III -
  - a) The bed bath.
- Lesson IV -
  - a) Simple nutrition.
  - b) Elimination - enema - giving of bedpans and urinals.
- Lesson V -
  - a) Care of linen and equipment.

English taught incidental to above nursing work:  
 Lesson I - Pillow, bed, sheet, ill, blanket.  
 II - Patient, night gown, pyjamas, please, good  
 III - Water, bottle, wash, cloth, towel.  
 IV - Food, milk, water, meat, face, wash  
 V - Body, neck, face, meat, wash  
 The group is taking over all for

000888

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This was taken over a week later by Miss Faust who  
was so limited the Group were already at work only  
composed of ten. Miss Faust has continued with their  
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nothing definite had been planned about length of  
the congenious disease nursing has been done by this  
one an admirable job.

had personnel. This was explained  
to the

(English taught incidental to above nursing work:

- Lesson I - Pillow, bed, sheet, ill, blanket, "Make a bed", etc.
- II - Patient, nightgown, pyjamas, please, good morning, etc.
- III - Water, bottle, wash, cloth, towel, soap.
- IV - Food, milk, water, meat, urine, bowel movement, diaper.
- V - Body, neck, face, finger, leg, etc.)

The group is divided into two and will go on duty on Ward C (pediatrics) taking over all the nursing here for 12 hours and releasing workers in Ward C for other wards. Supervision will be done by one British Army nurse, Miss Faust and Director of Nursing. Instruction is given in Serbo-Croat and each lesson involves the teaching of English words as demonstrated above.

Three have dropped out and now we have 17 bright, serious girls left. They show great enthusiasm and are doing wonderful work.

This has involved all the following matters as well as instruction:

- 1) Living arrangements for Bolnicarke - they are moving into tents in hospital compound tomorrow.
- 2) Eating arrangements - which necessitated conferences with Central Committee and on April 12 a separate kitchen and dining room operated by refugees will begin functioning.
- 3) Uniforms - from the supply of blue seersucker obtained by Miss Faust from American Army Nurses for Group I, there are enough for two pieces for Group II. They are old uniforms and at best cannot last more than 6 to 8 weeks.
- 4) Talking to Group I and explaining plan of instruction for Group II - why they are going into hospital, etc.
- 5) Decision to call course and group "Bolnicarke - Group I, Group II, etc. On duty the Nurses Aides will be called Miss or Mrs.

The waiting list of girls interested in this course is growing and it will be very easy to begin new classes. Group II should complete their course by May 5 and Miss Faust is planning her work with Group I so that they, too, will be completed and a combined ceremony held.

Future plans:

1. Begin with another group of Bolnicarke as soon as it seems possible before May 5 or shortly afterwards.
2. Hold regular staff meetings of Bolnicarke - weekly with guest speakers on health matters.
3. Consider possibility of an advanced course for selected members of both groups as the Committee and some of the girls seem to feel that they would like a regular nurse training school to open.
4. About April 14 the new teaching Centre (a separate building) will be ready. There will be two spacious rooms and all other conveniences. We need teaching materials, blackboard, etc.

1 1 1 1 1 1

5. Simple chart on wall showing number of empty beds for each ward and tent - idea of what is available and saving the staff about to determine where to send patients - 5 -  
6. The isolation unit remains there with the addition of the tent - 5 -

IV. YUGOSLAV RED CROSS GROUP

This group, under the leadership of Mme. Smiljenic (a Frenchwoman married to a Yugoslav minister in present government), came to El Shatt as volunteers to help their nation. Mme. Smiljenic states that she is a graduate nurse, having received her training in France. The group is composed now of 11 women who had been residing in Cairo but of Yugoslav nationality. They signed up for work for 3 months and are paid by the Y.R.C. the sum of 8 pounds a month. They have not had any training and are very anxious to remain on, especially if theoretical training can be added to all this practical experience they have had. According to Mme. Smiljenic they can stay on as long as the camp needs them.

One of the most pressing problems with this group was the definition of their status. As a group representing a voluntary organization, it seemed that they would more rightfully belong with staff than isolated. Beginning April 11 they have begun to have their meals at the Officers' Mess. This has been explained, I believe satisfactorily, to all groups concerned and accepted. The members themselves state that there is no friction now and they are accepted by patients and staff. They are a hardworking, serious group.

Future plans:

1. To give this group some theoretical instruction so that their interest will be continued and their technique improved.

V. HOSPITAL NURSING

The problem here is to arrange the present staff so that it will stretch the farthest and to get definite routines and techniques standardized. Some of the achievements recently reached:

1. In Maternity ward - 1 crib per baby instead of 2 babies per crib.
2. Opening of Annex to hospital - the tents and the placing of overflow from hospital into tents.
3. For Ward C (pediatric) establishing routine later to be the goal of all wards.
  - (a) Bathing of all patients every other day. (Note: This routine is established partly Left side of ward - M.W.F. for teaching purposes.) Right " " " T.T.S. If acutely ill a daily bath mga
  - (b) Linen to be changed as necessary only, (not less often than one sheet for 3 days.) mga
4. Visit to new hospital buildings and recommending that from a nursing standpoint:
  - (a) Increase in handwashing facilities
  - (b) Keeping isolation cases in tents as now - because of necessity
  - (c) Utilizing the building intended for isolation hospital as maternity and nursery unit (only large enough for 24 isolation cases)
  - (d) Using one end - 3 rooms of maternity unit - completely separate as infirmary for ill staff.



3. When possible rotation of Nurses Aides from service to service.
4. Develop plan for tent visiting as soon as numbers of staff permit training of such a group. This would greatly reduce the doctor's load if such a visitor could do preliminary screening and send only acutely ill to doctor.
5. Develop a training program for present clinic workers and assist in improvement in clinic set-up.
6. Regular meetings of nursing staff - necessary for better understanding and an airing out of problems, and suggestions for improvement.

The above work has been possible due to the cooperative and harmonious relationship between all members of the staff, especially a friendly and understanding medical and administrative staff.

Respectfully submitted,  
(signed) T. Kerze  
Therese Kerze

TELEGRAM SHEET

PLAIN

April 20, 1944

AMERICAN CONSULATE

CASABLANCA

61, twentieth  
FOR BROCKELMAN FROM

1. British and American Governments have agreed in principle to transfer to UHERRA of responsibility for maintenance and operation of refugee center at Casablanca.
2. Plans are to develop as soon as possible detailed agreements as to conditions and date of transfer. UHERRA proposes that British and American Governments should retain responsibility for transport of refugees to North Africa, UHERRA's primary responsibility being for care and maintenance of refugees after arrival at North African seaports. Responsibility for finding new places for their eventual settlement will remain unchanged by transfer although UHERRA is prepared to assist in repatriation of such persons as can and are willing to return to countries of origin or of former residence. Expectation is that terms of transfer will also include some understanding as to supply arrangements as for example possible extension of present agreement with military for furnishing of supplies. Proposed date of transfer is some time after U. S. Congress appropriates money for UHERRA probably in four to six weeks.
3. Take up with French authorities in Algiers the proposed transfer in order to obtain their consent pursuant to Article I, paragraph 2(a) of the UHERRA agreement, clearing with them also as to any discussions which you deem necessary with authorities in Morocco. British and American representatives in Algiers are being instructed to join with you in discussions with French whenever necessary although since French Committee is member of UHERRA initial approach should be made by you as UHERRA representative. We are informally notifying French representatives here of the above plans.
4. Would appreciate your cabled recommendations as to terms to be included in understanding referred to in paragraph 2. Also cable results of your talks with French in line with paragraph 3.

HULL  
(SHEK)

Forwarded by  
JGJohnson/zh  
18 Apr 44

DOB:ELN:AEH

cc: Mr. Abrahamson, Mr. Aksis, Mr. Bernstein, Miss Channsey (for the Sec'y), Mrs. Cohn, Mr. DuBois, Mr. Friedman, Mr. Gaston, Miss Hodel, Miss Laughlin, Mr. Lesser, Mr. Luxford, Mr. Mann, Mrs. Mannon, Messrs. Marks, McCormack, Murphy, Paul, Pehle, Pollak, Rains, Sargoy, Smith, Standish, Stewart, Weinstein, H. D. White.

TELEGRAM SENT

PLAIN

UNRRA

APR 6 1944

AMERICAN EMBASSY

LONDON

2679, SIXTH  
TO OSBORNE FROM MENSHIHOV AND SALTER #97

APPOINTMENTS OF CHIEFS AND DEPUTY CHIEFS OF FIELD MISSIONS WILL  
BE MADE BY DIRECTOR GENERAL AND WILL PROBABLY AWAIT HIS RETURN  
HERE. YOUR CABLE RE FARBER WILL BE BROUGHT TO THE GOVERNOR'S  
ATTENTION UPON HIS RETURN.

HULL  
(GHK)

Forwarded by  
Dowsy Anderconly  
4 April 44

DCR:RIH:ATM

UNRRA

Miss Chauncey (for the Sec'y) Abrahamson, Akzin, Bernstein, Cohn,  
DuBois, Friedman, Gaston, Hodel, Laughlin, Lesser, Luxford, Mann,  
Mannon, Marks, McCormack, Paul, Pehle, Pollak, Rains, Sargoy, Smith,  
Standish, Stewart, Weinstein, H. D. White, Files

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

*File*  
*1-1*  
Dupont Circle Building  
Washington, D. C.  
March 9, 1944

Mr. John W. Pehle  
Treasury Department, Room 288-1/2  
Washington, D. C.

Dear Mr. Pehle:

I am sending you herewith copies of letters  
from Mr. M. W. Beckelman (Feb. 12 and Feb. 20,  
1944) for your information.

Sincerely yours,

*Carolyn A. Flexner*

Carolyn A. Flexner  
Refugee Camp Section  
Bureau of Areas

100890

M.W. Beckelman  
American Consulate  
Barcelona, Spain

February 12, 1944

Mr. Dewey Anderson  
UNRRA  
Washington, D.C.

Dear Dewey:

It was good to get your letter of January 21 and to know that you are continuing with the UNRRA. I take it you have seen the various and sundry communications which I've sent through to Tom Burland thus far, on the assumption that he was still heading up Field Operations, so I shall begin in medias res.

I've been in Barcelona about a week (interrupted by a two day trip to the French frontier to witness the arrival of some 400 "Spanish" refugees — this is a separate chapter which I shall come back to later) and I expect to return to Madrid tomorrow. I shall be taking with me the applications of about 170 people for admission to the North African Refugee Reception Center which have thus far been turned in here; it seems probable that the final number of applications from Barcelona will be somewhat over 200, or between  $\frac{2}{3}$  and  $\frac{1}{3}$  of the estimated number of refugees here. Resistance to the idea of going to North Africa under the conditions indicated in our announcement of the Refugee Reception Center (which you have undoubtedly received by now) has been even greater here than in Madrid. The reasons for this depend in part on the differentiated character of the refugee group here from that in Madrid, and in part on a number of problems which have arisen here in the course of the interviewing which the French representative and I have been conducting here in order to obtain an impression of the nature and composition of the refugee group.

Barcelona apparently has a larger number of refugees than Madrid who have family and property in France with which they still maintain contact. The possibility of doing so is one of the reasons why they remain in Barcelona in preference to going to Madrid, which is one of the reasons why there are more refugees here than in the capital. Exchange of news with their families, negotiations to get them across the frontier into Spain, the ability to despatch occasional food packages from here to relatives in France, hope that within another two or three months the latter will be able to join them, these are all considerations which have acted to reduce the number of applicants for admission to North Africa. Most important of course has been the fear that admission to the Reception Center, under the conditions stated, amounts to internment. On this point my feeling remains that given in my January 23 letter to Fryer of which I sent a copy directly to Burland.

Here as in Madrid the two questions most frequently put to us were: "Can I get a job?" and "How can I arrange to live outside the camp?" Levasseur, the French delegate from Morocco, who had worked with me in Madrid, having returned to Rabat, I was accompanied here by Bayonne, who was sent to Spain from Algiers to represent the French in the security screening process. I referred these questions to him both because I wanted him to see the urgency with which these points were regarded by the refugee group and to have the applicants feel that the answers they were getting on these points were authoritative. Bayonne stuck very faithfully to the text of our announcement in answering these questions but it was clear that according to his view, the provisions regarding work possibilities would be interpreted restrictively, and that failing employment, camp residents would not be able to leave the camp grounds without good cause, for any period whatever. It was also indicated that the French will mount guard on the camp and control exit from it. With respect to men of military age, it came out during our interviews, that employment would be out of the question on the logical ground that the local population would resent seeing foreigners of the same age as the mobilized members of their families free to work and earn civilian wages. Consequently, unless such men had a previous military record in the French army which would entitle them to join the French forces in Africa, the alternative to permanent residence in the camp was enlistment in the Foreign Legion. Against this there is apparently strong feeling which I have encountered uniformly in all my talks with refugees both in Spain and in North Africa.

This morning I had an interesting visit from a representative of the French Red Cross in Barcelona (which is, I believe, the official title of the French Mission here). He came, he said, in a private capacity as one who was familiar with the refugee situation here to put to me the proposition that the Refugee Reception Center project no longer served any useful purpose. Six or eight months ago, he said, the proposal would have been jumped at by practically all the refugees in Spain. Now that almost all of them are at liberty in Madrid and Barcelona, the proposal that they should voluntarily apply to enter an internment camp does not make much sense to them. Nor, added the Red Cross delegate, did it seem logical to him, since it was his belief, based on his experience, that the number of people who might expect to receive work permits would be, "I will not say zero, but not much more." Hence the proposal to go to North Africa represented a choice between idleness in a metropolitan city like Madrid or Barcelona and idleness within the limits of a military encampment. He wondered, he said, whether it was impossible to avoid going through with the proposal.

I told him that I saw no point in our discussing the matter from that standpoint since the decision of policy did not rest with either of us. I said that while I recognized and had of course known from the outset the force of many of the objections he had raised, his presentation seemed to me to omit two important factors. The first was that the present fairly satisfactory position of the refugees in Spain was not one which the British, French or American authorities were in a position to ensure for the future and that if it should change for the worse, there was not much that these governments could do in the matter. Secondly,

I pointed out that the official assumption of responsibility for reception in North Africa on the part of the British and American governments was not to be abandoned without further ado, once hostilities had ceased. While no one was in a position to give guarantees as to the probability that the governments involved would feel a greater responsibility for the repatriation or permanent settlement in some migration of those people whom it would be maintaining in North Africa of the war than for those who might voluntarily elect to remain in North Africa, these two considerations are the ones which I have in mind in referring to the attention of refugees in my interviews with them. Never fear of the camp concept on the part of those who have previously been in camps. Camp residence seems to be overwhelmingly preferred.

In Madrid the two questions most frequently put to us were: "and how can I arrange to live outside the camp?" Levasseur, who was accompanied here by Bayonne, who was sent to Spain from the French in the security screening process. I referred to him both because I wanted him to see the urgency with which these refugees group and to have the applicants feel that the text of our announcement in answering these questions but it was restrictedly, and that falling employment, camp residents also indicated that the French will mount guard on the camp and its employment would be out of military age, it came out during their families free to work and earn civilian wages. Consequently men had a previous military record in the French army which to join the French forces in Africa, the alternative to per- the camp was enlistment in the Foreign Legion. Against this strong feeling which I have encountered informally in both in Spain.

I pointed out that the official assumption of responsibility for the maintenance of these people on the part of the British and American governments and for their reception in North Africa on the part of the French implied that they would presumably not be abandoned without further ado, once hostilities had terminated. While no one was in a position to give guarantees at the present time, it was logical to assume that the governments involved would feel a greater measure of responsibility for the repatriation or permanent settlement in some country of immigration of those people whom it would be maintaining in North Africa at the end of the war than for those who might voluntarily elect to remain in Spain.

These two considerations are the ones which I have informally been calling to the attention of refugees in my interviews with them. Nevertheless, the fear of the camp concept on the part of those who have previously experienced camp residence seems to be overpowering. They point out that no matter what amenities are provided, the inability to walk off the grounds when one chooses creates a sense of confinement which, in the light of their previous experience, they regard as completely deterrent. They concede that the authorities here may at any moment return them to camp or prison. But, they say, if the Spanish authorities do so, neither the authorities nor the refugees regard the measure as a favor bestowed upon the refugee. To apply for admission to North Africa under the restrictions indicated is in effect to ask for the favor of being interned and to feel obligated to the authority which provides the internment. As compared with their present situation, they prefer not to do so.

So much for the objections voiced by the refugees who have not applied. I have tried to give a composite picture of the reactions I have encountered both because it forms part of the situation here and because I think it useful in planning our approach to future situations. With respect to the 170 applications thus far received in Barcelona, the following summarizes the age, sex, and family distribution:

Males—97; Females—74;	1 to 10 yrs. of age—15.
	11 " 20 " " " —22
	21 " 30 " " " —16
Unattached men and women	31 " 40 " " " —40
61	41 " 50 " " " —30
Men, women and children in	51 " 60 " " " —23
family groups: 110	61 " 70 " " " —18
	Over 70 " " " " —7

In terms of the period of their arrival in Spain (which has bearing on the question of who shall be considered a refugee) the group divides itself.

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Almond's categories:  
arrived after the outbreak of the present war — 92  
members of the International Brigade and other foreigners  
as a result of the Spanish Civil War — 19  
the First World War and 1933 — 38  
less persons born in Spain — 12  
2 seems clear. Fifth respect  
have assumed up to now  
of applicants will be  
to be made between  
(See Summary  
s it not  
in

as this group, whose ancestors were expelled from Spain in 1492, has always retained a kind of Spanish as a mother tongue many of them gravitated toward Spain, where for the most part they settled in Barcelona rather than Madrid since the former is more important as a center of commerce and industry. Their knowledge of Spanish (their language, Ladino, stands in somewhat the same relationship to Spanish as Canuck or Cajun French does to French or Yiddish to German) facilitated their adjustment. Though they were technically stateless the Spanish governments of Alfonso and the Republic apparently felt some sentimental interest in these descendants of the original 1492 expulsion and permitted them to establish themselves on a permanent basis. (If I am not mistaken the Republic officially repealed the 1492 expulsion decree and invited the descendants of the Sephardic Jews to return to Spain.) Category 4 is essentially the same except that the persons involved came to Spain before the last war.

Under the present government, all communal organization other than Catholic, is forbidden. The Barcelona Jewish community which until 1939 numbered some 700 has been liquidated and its leaders have either emigrated or been imprisoned as Freemasons or for participation in the Civil War. The persons formerly assisted by that community because of age or poverty are now being assisted by the Joint Distribution Committee office in Barcelona. It is from that group that categories 3 and 4 are drawn. Their status is indefinite and varies. All of them are stateless though some still claim Turkish or Greek nationality and have expired passports as documentation. Some of them have work permits, others do not. Their principal motive for seeking to leave Spain at the present time is the uncertainty of their position and the fact that they cannot under present circumstances earn a living. For most of them, the logical definitive settlement would be Palestine. Some of the group did in fact depart with the Nvassa for Palestine but not many were able to do so because the number of Palestine certificates available for persons over 35 was exceedingly limited.

Somewhat akin to this group is the group called the "Sephardic Spaniards" to which I referred in my first paragraph. The Embassy in Madrid is fully in touch with the problem so I shall summarize it briefly. By royal decree issued sometime in the twenties, Sephardic Jews, living for the most part in the Balkans and the Levant, who, as descendants of the 1492 expulsion had for some decades or perhaps even longer, had an amorphous standing as "Spanish proteges", were entitled, under certain circumstances to become Spanish citizens and obtain Spanish passports. An indeterminate number of them did so. As the Germans occupied various countries, Sephardic Jews who held Spanish passports were in

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some cases able to negotiate their entry into Spain as Spanish citizens, where they were received at the outset apparently without much difficulty though it is not clear whether they obtained work permits or not. More recently the entry of these "Sephardic Spaniards" into Spain has been possible only in groups or convoys arranged between the Spanish and German governments. This entry has been accorded, as I understand it, on the basis of an assurance given the Spanish government by the Joint Distribution Committee that it would maintain these people during their stay in Spain and arrange for their departure from the country at the earliest possible moment. With respect to the latter question, the American Embassy in Madrid has indicated an interest, and the Ambassador has indicated his belief that it would be desirable to include as many of these Sephardic refugees (at least those of them who entered Spain on the basis of an understanding that they would depart as soon as possible) in the Refugee Reception Center project as possible. I have indicated my general agreement with the proposition and my belief that the persons involved came within the scope of the intent of the project. Up to the arrival of the convoys mentioned at the beginning of this letter, the total number involved seems to have been about 100 people; the train which I went up to Port Bou to see arrive brought 183 and a like number are expected within a day or two. Unlike the first arrivals of Sephardic refugees whose most recent permanent residence had been Paris, the two last convoys mentioned, consist of people resident in Salonica who have been in German internment for the past six months approximately, pending completion of the negotiations for their entry into Spain.

In general terms I have suggested to Mr. Bayonne, the French representative, our intention of including in the applicants for the North African project such of these Sephardic refugees as wish to apply, along the lines indicated in our January 31 meeting in Madrid (see summary of minutes referred to above). Mr. Bayonne who did not attend that meeting tells me that the inclusion of "Spanish nationals" in the Refugee Reception Center is not contemplated in the instructions which he has brought with him from Algiers and that he will have to take that question up on his return there. He also questions the validity of including persons whom I have listed in refugee categories 3 and 4 above.

In general, his procedure suggests that the instructions he has brought with him from Algiers involve a screening from other points of view than that of military or political security exclusively. When I pointed out to him that the intent of the meeting at Algiers, which had decided that I should go to Spain to assist in the preliminary screening and that a French representative should do likewise, had been that the screening in Spain should be of a preliminary character and should be limited to security considerations

only, he indicated that in his understanding there was also involved the question of the ultimate disposition of each person accepted for the Refugee Reception Center. He tells me that he will take with him to Algiers a complete list of all applicants for admission and that each case will be scrutinized there. I get the impression that in those cases in which the applicant does not have an employable skill or reasonably good prospects of early immigration, the French Committee intends to seek firm assurances from the British and American governments regarding the ultimate disposition of each individual involved. It may be of course that I misunderstand what Mr. Bayonne has in mind or that his ideas are not in consonance with those of the French authorities in Algiers, but in any case I believe it useful to pass these observations along to you so that our representatives in Algiers may be on notice, if these matters should come up.

As the result of the joint interviewing which Mr. Levasseur and I did in Madrid and Mr. Bayonne and I have done in Barcelona, a number of questions have arisen which Mr. Bayonne indicates will have to be resolved in Algiers. Of these too I should like you to have advance notice in order that we may be prepared to urge as liberal a solution of them as is possible within the intent of the project. Following are the questions which have thus far arisen in our discussions:

1. Customs clearance for refugees - tools of trade, personal valuables, household effects (in some cases where people have family in North Africa), etc.
2. Financial clearance - transfer of funds from Spain to North Africa; bringing into North Africa on one's person of small amounts of various currencies.
3. Special status (i.e., right to live outside of center) for people in such categories as: (a) Men who have served in the French Army, been honorably discharged, and are now too old or incapacitated for further service; (b) persons who have sons or husbands in the French army at present (you will recall that in the first French reply to the British American proposal for the Center it was pointed out that people in these categories might expect special consideration); (c) persons with relatives regularly domiciled in North Africa; (d) persons of established nationality whose consulates vouch for them and who are able to finance their own maintenance; (e) persons who are old or chronically ill for whom living in the camp would constitute an undue hardship; (f) after check on political security has been carried out in North Africa, possibility of release for people able to finance their own maintenance.

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That is the picture to date. As I have indicated I am on my way to Madrid tomorrow morning. Mr. Bayonne comes with me and I hope to finish up in Madrid in a few days. Bayonne wants to do some sample interviewing in Madrid similar to that which he has done in Barcelona. From there he goes to Portugal for a few days and then returns to Algiers via Casablanca, there to discuss with the French authorities the list of applicants for admission to North Africa. Applications (such as those of the Sephardic group and those from persons now in camps and prisons) which will come in after our departure from Spain are to be forwarded to Algiers after having been cleared by the British and American passport controls in Madrid. Myself, I hope to be able to leave Madrid by the end of the coming week and return to Casablanca either via Lisbon or Tangier. If all goes well with the business of clearing our application lists in Algiers (which at the moment I am inclined to doubt) we ought to be able to envisage embarkation the first week in March. I shall of course advise you about this as soon as I have more definite information.

My present estimates of the number of applicants for the camp are as follows: From Barcelona - 225; from Madrid 175; from camps and prisons - 50; Sephardic group (tentatively 200, I expect a complete list of names, family groups and ages in two or three days); miscellaneous recognized nationals, Poles, Czechs, etc. - 50. Tentative total - 700.

In the light of this background I find it difficult to comment on the information inclosed with our letter of January 21. I am glad to note the official designation of personnel for the camp and to see that Ned Campbell is included as Administrative officer. Si Fryer recommends him very highly and my own recollection of the brief contact I had with him in Washington is a good one. Si Fryer had told me prior to my departure from North Africa that Campbell was not available, but I assume the situation has changed. My chief concern about personnel at present is first what appears to be an excessive British and American staffing for a project of the size which now appears likely for the center. We have five British personnel now in Casablanca and six American personnel (including myself) now in North Africa tentatively scheduled for assignment to the Center. The nine listed in Roseman's Jan. 8 letter to Hannigan brings the total up to twenty - a figure which seems to me excessive. Nevertheless, except for a reduction in the number of stenographers and the release of some of the American personnel now in North Africa who are tentatively assigned to the project but who have no specific skills I see no likelihood for an immediate reduction in personnel, at least not until after the project has been in operation for a month or two and we can see our way clear. (In view of the fact that the British have sent two nurses, we might reduce the American personnel in this category to

one). In terms of official responsibility the heads of each department, it seems to me, must be American or British. Consequently, my only suggestion at present is to go ahead with our plans, regarding the project as an experience opportunity for some of the personnel and intending to release as many as possible as soon as operations opportunities develop in other theaters.

Please give my best regards to all and sundry in the office. I hope to have a chance to write everyone again as soon as I get back to North Africa - days have been pretty crowded here these past two weeks. Once again let me say how much I appreciate your keeping me posted on UNRRA developments and that I hope you will find it possible to repeat the performance from time to time and meanwhile send along any UNRRA announcements or publications which will help me keep up to date.

Sincerely,

(signed) M. W. Bockelman

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M.W. Beckelman  
c/o American Embassy  
Madrid, Spain

(rec'd 3/3/44)

Feb. 20, 1944

Mr. Dewey Anderson  
Chief, Field Operations  
UNRRA - c/o State Department  
Washington, D. C.

Dear Dewey:

I am about ready to wind up matters here and return to North Africa as soon as I can get plane reservations (probably Feb. 23) to Tangier. I should like to summarize the status of our camp negotiations briefly as I see them at this point.

The center of activity in preparing for the refugee convoy from Spain to North Africa now shifts from Madrid to Algiers. This was not contemplated in the discussions between the British, Americans and French which took place in Algiers before I left there; at that time it was understood that British French and American representatives in Madrid would make the selection of refugees on the basis of a preliminary screening here, that the convoy would then be arranged, and that full security check would then be instituted upon arrival of the convoy in North Africa. (Presumably undesirables were to have been weeded out at Casablanca and dealt with separately from the rest of the convoy.) However, at the meeting held in Madrid to establish screening procedures, the French representatives reported that their instructions were to bring back to North Africa a list of applications, and that the applications would be studied there and decision reached as to which persons were to be admitted. Though I made it clear that I was not in Madrid as a member of the screening committee, I attended the meeting I am referring to and at this point I said that this was not my understanding of the arrangement that had been reached in Algiers. However, the British and American representatives here agreed that the major security responsibility in this venture rested, in the nature of the case, upon the French and that consequently the procedure recommended by them would be approved. (After the meeting I sent you a copy of the minutes which I had taken, the original proposals which I had prepared as a suggestion for the American representative, and Telegram No. 2 to the Governor summarizing the security procedures agreed upon).

Subsequently, as I wrote you in my letter of February 12 from Barcelona, the French representative indicated to me that he believed that the French authorities in Algiers, in screening the list of applications, would invoke substantive as well as security considerations in accepting or objecting to individual applicants. Upon our return from Barcelona, the French representative found instructions from his superiors in Algiers, asking for six copies of each application, six photographs and thumbprints of all applicants. This necessitated reopening the whole application process in Barcelona and delayed the process of preparing the applications in Madrid. When I brought this to the attention of the American Embassy here they sent a telegram to Algiers, repeated to Washington, pointing out that their understanding had been that security screening prior to actual embarkation would be kept to a minimum, that the request which the French representative had received implied a long process of screening in Algiers prior to departure of the

refugees from Spain and asking for clarification of the situation. Meanwhile we have gone ahead with the collecting of the photographs and thumbprints requested.

Most recently, the French representative has indicated to me that he expects that after the questions of principle posed by the applications thus far received have been resolved in Algiers (these questions are indicated in my Telegram No. 3 to the Governor and in my letter of February 12) he, and presumably I, would return to Spain to make the final selection of refugees for North Africa and preparations for the convoy. At that time he would issue a travel document on behalf of the French authorities to those persons whose applications had been accepted. (This travel document, originally envisaged as issued by the British, French and Americans is now, in accordance with the understanding reached at the Madrid meeting of January 31 - see minutes which I have sent you - to be issued by the French exclusively.) He would also examine and pass upon those applications received here after our departure for North Africa next week. He believes that once the questions of principle have been decided in Algiers, it will be possible for the convoy to leave Spain about the last week of March. (This assumption however seems to me inconsistent with the request received from Algiers for six copies of each application and unless we arrive at some simplification of the procedure in Algiers, the actual departure of the refugees from Spain may be much longer delayed.)

In any case, the question of when the camp opens, and perhaps even whether it opens, no depends, it seems to me, on the position which our representatives in North Africa will take in the discussions which lie ahead. For my guidance it will be most useful to have your comments on my Telegram No. 4 to the Governor giving the composition of the four hundred odd persons from whom we have thus far received applications. These are not a typical refugee group as we commonly employ the term but I have thus far been proceeding on the assumptions already communicated to you that in view of the small numbers involved we are interpreting the term refugee rather broadly. (I enclose a more detailed analysis than was possible in my telegram No. 4 of the bulk of the applications thus far received). To some extent the feasibility of proceeding on this basis depends on our ability to foresee ultimate disposition for these people. On this point I hope to get some ideas from a conference with Patrick Malan who is scheduled to return to North Africa March 5. Meanwhile, any suggestions you may have as to ultimate disposition, particularly of older people who may come to the camp, will be helpful.

Furthermore, if the French objections to certain categories of applicants (e.g., Sephardim, older persons without immigration prospects, people who were not refugees when they came to Spain, etc.) are sustained we may find the number of eligible applicants reduced to the point where it becomes impracticable to operate on a camp basis. Tentatively, I have been using the minimum figure of 500 for this purpose but before any action is taken with respect to the inclusion or elimination of certain categories, I believe some minimum figure should be set by UNRRA.

Assuming that there are no exclusions of applicants by categories but that all rejections are on an individual basis and for security

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**APPLICANTS FOR CAMP LYAUTEY**  
Age, Sex and Family Distribution (in Percentages)

Age	UNATTACHED				FAMILY GROUPS				TOTAL															
	MALE		FEMALE		MALE		FEMALE		MALE		FEMALE		TOTAL											
	Mad.	Bar.	Mad.	Bar.	Mad.	Bar.	Mad.	Bar.	Mad.	Bar.	Mad.	Bar.	Mad.	Bar.										
1-10	0	0	0	0	2	4	4	5	2	4	5	6	9	7										
11-20	5	4	0	0	1	3	1	7	6	7	1	7	7	14										
21-30	13	2	1	1	2	3	6	3	15	5	7	4	22	9										
31-40	24	7	3	2	6	2	5	11	30	9	8	13	38	22										
41-50	13	9	2	1	3	5	1	2	16	14	3	3	19	17										
51-60	6	6	0	0	1	4	0	5	7	10	0	5	7	15										
61-70	1	3	9	1	0	4	0	2	1	7	0	3	1	10										
70 plus	0	1	0	0	0	2	0	1	0	3	0	1	0	4										
<b>TOTALS</b>	<b>62</b>	<b>32</b>	<b>6</b>	<b>5</b>	<b>15</b>	<b>27</b>	<b>17</b>	<b>36</b>	<b>77</b>	<b>59</b>	<b>23</b>	<b>41</b>	<b>100</b>	<b>100</b>										
	Total Male				70%				Total Unattached				53%											
	Total Female				30				Total Family Groups				47%											
									Mad.				70%											
													Bar.				36%							
													Mad.				30%							
																	Bar.				64%			

**COMPOSITION OF FAMILY UNITS:**

	MADRID	BARCELONA	Total
Husband and Wife			
Husband, wife, 1 child	50%	61%	58%
Husband, wife, 2 children	33	16	20
Husband, wife, 3 children	8	16	11
Husband, wife, 4 children	9	2	5
Widow, 2 children	0	1	1
Widow, 3 children	0	3	4
	0	1	1
	<u>100</u>	<u>100</u>	<u>100</u>

**RELIGIOUS AFFILIATION**

	JEWISH	CATHOLIC	PROTESTANT	GREEK ORTHODOX	
Barcelona	79%	19%	1%	1%	100%
Madrid	24%	50%	18%	8%	100%
<b>TOTAL</b>	<b>47</b>	<b>36</b>	<b>12</b>	<b>5</b>	<b>100%</b>

**PERIOD OF ARRIVAL IN SPAIN**

	MADRID	BARCELONA	TOTAL
After Sept. 1, 1939	50%	55%	52%
Between Jan. 31, 1933 and Sept. 1, 1939	18	11	15
Between Jan. 1, 1919 and Jan. 31, 1933	15	22	18
Born in Spain (i.e., wives & children)	17	12	15
	<u>100</u>	<u>100</u>	<u>100</u>

	MADRID	BARCELONA	TOTAL	(Nationality Status as rept. by applicants)
Stateless & of former enemy nationality	54%	56%	55%	
United Nations	20	6	14	
European neutrals (incl. Sephardim)	5	33	18	
Central & South America	21	5	13	100

Above percentages are based on applications of 171 persons from Barcelona and 210 from Madrid, the latter including 91 in camps and prisons. 2-16-44

000903

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78<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

## H. J. RES. 192

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 18, 1944

Ordered to be printed with the amendments of the Senate numbered

### JOINT RESOLUTION

To enable the United States to participate in the work of the United Nations relief and rehabilitation organization.

1 *Resolved by the Senate and House of Representatives*  
2 *of the United States of America in Congress assembled,*  
3 That there is hereby authorized to be appropriated to  
4 the President such sums, not to exceed \$1,350,000,000  
5 in the aggregate, as the Congress may determine from  
6 time to time to be appropriate for participation by the  
7 United States (including contributions in funds or other-  
8 wise and all necessary expenses related thereto) in the  
9 work of the United Nations Relief and Rehabilitation Admin-  
10 istration, established by an agreement concluded by the  
11 United Nations and Associated Governments on November  
12 9, 1943, reading as follows:

100904

1 "AGREEMENT FOR UNITED NATIONS RELIEF  
2 AND REHABILITATION ADMINISTRATION

3 "The Governments or Authorities whose duly authorized  
4 representatives have subscribed hereto,

5 "Being United Nations or being associated with the  
6 United Nations in this war,

7 "Being determined that immediately upon the liberation  
8 of any area by the armed forces of the United Nations or as  
9 a consequence of retreat of the enemy the population thereof  
10 shall receive aid and relief from their sufferings, food, cloth-  
11 ing and shelter, aid in the prevention of pestilence and in  
12 the recovery of the health of the people, and that prepara-  
13 tion and arrangements shall be made for the return of  
14 prisoners and exiles to their homes and for assistance in the  
15 resumption of urgently needed agricultural and industrial  
16 production and the restoration of essential services,

17 "Have agreed as follows:

18 "ARTICLE I

19 "There is hereby established the United Nations Relief  
20 and Rehabilitation Administration.

21 "1. The Administration shall have power to acquire, hold  
22 and convey property, to enter into contracts and undertake  
23 obligations, to designate or create agencies and to review  
24 the activities of agencies so created, to manage undertakings

1 and in general to perform any legal act appropriate to its  
2 objects and purposes.

3 "2. Subject to the provisions of Article VII, the pur-  
4 poses and functions of the Administration shall be as follows:

5 "(a) To plan, coordinate, administer or arrange for the  
6 administration of measures for the relief of victims of war in  
7 any area under the control of any of the United Nations  
8 through the provision of food, fuel, clothing, shelter and  
9 other basic necessities, medical and other essential services;  
10 and to facilitate in such areas, so far as necessary to the  
11 adequate provision of relief, the production and transporta-  
12 tion of these articles and the furnishing of these services. The  
13 form of activities of the Administration within the territory of  
14 a member government wherein that government exercises  
15 administrative authority and the responsibility to be assumed  
16 by the member government for carrying out measures planned  
17 by the Administration therein shall be determined after  
18 consultation with and with the consent of the member  
19 government.

20 "(b) To formulate and recommend measures for indi-  
21 vidual or joint action by any or all of the member govern-  
22 ments for the coordination of purchasing, the use of ships and  
23 other procurement activities in the period following the cessa-  
24 tion of hostilities, with a view to integrating the plans and

1 activities of the Administration with the total movement of  
 2 supplies, and for the purpose of achieving an equitable distri-  
 3 bution of available supplies. The Administration may ad-  
 4 minister such coordination measures as may be authorized by  
 5 the member governments concerned.

6       “(c) To study, formulate and recommend for individual  
 7 or joint action by any or all of the member governments  
 8 measures with respect to such related matters, arising out of  
 9 its experience in planning and performing the work of relief  
 10 and rehabilitation, as may be proposed by any of the member  
 11 governments. Such proposals shall be studied and recom-  
 12 mendations formulated if the proposals are supported by a  
 13 vote of the Council, and the recommendations shall be re-  
 14 ferred to any or all of the member governments for indi-  
 15 vidual or joint action if approved by unanimous vote of the  
 16 Central Committee and by vote of the Council.

17                       “ARTICLE II

18                       “MEMBERSHIP

19       “The members of the United Nations Relief and Re-  
 20 habilitation Administration shall be the governments or  
 21 authorities signatory hereto and such other governments or  
 22 authorities as may upon application for membership be  
 23 admitted thereto by action of the Council. The Council may,  
 24 if it desires, authorize the Central Committee to accept new  
 25 members between sessions of the Council.

1       “Wherever the term ‘member government’ is used in this  
 2 Agreement it shall be construed to mean a member of the  
 3 Administration whether a government or an authority.

4                       “ARTICLE III

5                       “THE COUNCIL

6       “1. Each member government shall name one representa-  
 7 tive, and such alternates as may be necessary, upon the Coun-  
 8 cil of the United Nations Relief and Rehabilitation Adminis-  
 9 tration which shall be the policy-making body of the Adminis-  
 10 tration. The Council shall, for each of its sessions, select  
 11 one of its members to preside at the session. The Council  
 12 shall determine its own rules of procedure. Unless otherwise  
 13 provided by the Agreement or by action of the Council, the  
 14 Council shall vote by simple majority.

15       “2. The Council shall be convened in regular session not  
 16 less than twice a year by the Central Committee. It may  
 17 be convened in special session whenever the Central Com-  
 18 mittee shall deem necessary, and shall be convened within  
 19 thirty days after request therefor by one-third of the mem-  
 20 bers of the Council.

21       “3. The Central Committee of the Council shall consist  
 22 of the representatives of China, the Union of Soviet Socialist  
 23 Republics, the United Kingdom, and the United States of  
 24 America, with the Director General presiding, without vote.  
 25 Between sessions of the Council it shall when necessary make

1 policy decisions of an emergency nature. All such decisions  
2 shall be recorded in the minutes of the Central Committee  
3 which shall be communicated promptly to each member gov-  
4 ernment. Such decisions shall be open to reconsideration by  
5 the Council at any regular session or at any special session  
6 called in accordance with Article III, paragraph 2. The  
7 Central Committee shall invite the participation of the repre-  
8 sentative of any member government at those of its meetings  
9 at which action of special interest to such government is  
10 discussed. It shall invite the participation of the represent-  
11 ative serving as Chairman of the Committee on Supplies of  
12 the Council at those of its meetings at which policies affect-  
13 ing the provision of supplies are discussed.

14 "4. The Committee on Supplies of the Council shall  
15 consist of the members of the Council, or their alternates,  
16 representing those member governments likely to be prin-  
17 cipal suppliers of materials for relief and rehabilitation. The  
18 members shall be appointed by the Council, and the  
19 Council may authorize the Central Committee to make emer-  
20 gency appointments between sessions of the Council, such  
21 appointments to continue until the next session of the Coun-  
22 cil. The Committee on Supplies shall consider, formulate and  
23 recommend to the Council and the Central Committee poli-  
24 cies designed to assure the provision of required supplies.  
25 The Central Committee shall from time to time meet with

1 the Committee on Supplies to review policy matters affecting  
2 supplies.

3 "5. The Committee of the Council for Europe shall con-  
4 sist of all the members of the Council, or their alternates,  
5 representing member governments of territories within the  
6 European area and such other members of the Council rep-  
7 resenting other governments directly concerned with the  
8 problems of relief and rehabilitation in the European area  
9 as shall be appointed by the Council; the Council may au-  
10 thorize the Central Committee to make these appointments  
11 in cases of emergency between sessions of the Council, such  
12 appointments to continue until the next session of the Coun-  
13 cil. The Committee of the Council for the Far East shall  
14 consist of all the members of the Council, or their alternates,  
15 representing member governments of territories within the  
16 Far Eastern area and such other members of the Council  
17 representing other governments directly concerned with the  
18 problems of relief and rehabilitation in the Far Eastern area  
19 as shall be appointed by the Council; the Council may au-  
20 thorize the Central Committee to make these appointments  
21 in cases of emergency between sessions of the Council, such  
22 appointments to continue until the next session of the Council.  
23 The regional committees shall normally meet within their  
24 respective areas. They shall consider and recommend to  
25 the Council and the Central Committee policies with respect

1 to relief and rehabilitation within their respective areas.  
 2 The Committee of the Council for Europe shall replace the  
 3 Inter-Allied Committee on European Post-war Relief estab-  
 4 lished in London on September 24, 1941, and the records  
 5 of the latter shall be made available to the Committee for  
 6 Europe.

7 "6. The Council shall establish such other standing re-  
 8 gional committees as it shall consider desirable, the functions  
 9 of such committees and the method of appointing their mem-  
 10 bers being identical to that provided in Article III, para-  
 11 graph 5, with respect to the Committees of the Council for  
 12 Europe and for the Far East. The Council shall also estab-  
 13 lish such other standing committees as it considers desirable  
 14 to advise it, and, in intervals between sessions of the Council,  
 15 to advise the Central Committee. For such standing techni-  
 16 cal committees as may be established, in respect of particular  
 17 problems such as nutrition, health, agriculture, transport, re-  
 18 patriation, and finance, the members may be members of the  
 19 Council or alternates nominated by them because of special  
 20 competence in their respective fields of work. The members  
 21 shall be appointed by the Council, and the Council may au-  
 22 thorize the Central Committee to make emergency appoint-  
 23 ments between sessions of the Council, such appointments to  
 24 continue until the next session of the Council. Should a re-  
 25 gional committee so desire, subcommittees of the standing

1 technical committees shall be established by the technical  
 2 committees in consultation with the regional committees,  
 3 to advise the regional committees.

4 "7. The travel and other expenses of members of the  
 5 Council and of members of its committees shall be borne by  
 6 the governments which they represent.

7 "8. All reports and recommendations of committees of  
 8 the Council shall be transmitted to the Director General for  
 9 distribution to the Council and the Central Committee by the  
 10 secretariat of the Council established under the provisions of  
 11 Article IV, paragraph 4.

#### 12 "ARTICLE IV

##### 13 "THE DIRECTOR GENERAL

14 "1. The executive authority of the United Nations Relief  
 15 and Rehabilitation Administration shall be in the Director  
 16 General, who shall be appointed by the Council on the nom-  
 17 ination by unanimous vote of the Central Committee. The  
 18 Director General may be removed by the Council on recom-  
 19 mendation by unanimous vote of the Central Committee.

20 "2. The Director General shall have full power and au-  
 21 thority for carrying out relief operations contemplated by  
 22 Article I, paragraph 2 (a), within the limits of available  
 23 resources and the broad policies determined by the Council  
 24 or its Central Committee. Immediately upon taking office

1 he shall in conjunction with the military and other appro-  
 2 priate authorities of the United Nations prepare plans for  
 3 the emergency relief of the civilian population in any area  
 4 occupied by the armed forces of any of the United Nations,  
 5 arrange for the procurement and assembly of the necessary  
 6 supplies and create or select the emergency organization  
 7 required for this purpose. In arranging for the procure-  
 8 ment, transportation, and distribution of supplies and serv-  
 9 ices, he and his representatives shall consult and collaborate  
 10 with the appropriate authorities of the United Nations and  
 11 shall, wherever practicable, use the facilities made available  
 12 by such authorities. Foreign voluntary relief agencies may  
 13 not engage in activity in any area receiving relief from the  
 14 Administration without the consent and unless subject to the  
 15 regulation of the Director General. The powers and duties  
 16 of the Director General are subject to the limitations of  
 17 Article VII.

18 "3. The Director General shall also be responsible for the  
 19 organization and direction of the functions contemplated by  
 20 Article I, paragraphs 2 (b) and 2 (c).

21 "4. The Director General shall appoint such Deputy  
 22 Directors General, officers, expert personnel, and staff at his  
 23 headquarters and elsewhere, including field missions, as he  
 24 shall find necessary, and he may delegate to them such of his  
 25 powers as he may deem appropriate. The Director General,

1 or upon his authorization the Deputy Directors General,  
 2 shall supply such secretariat and other staff and facilities  
 3 as shall be required by the Council and its committees, in-  
 4 cluding the regional committees and subcommittees. Such  
 5 Deputy Directors General as shall be assigned special func-  
 6 tions within a region shall attend meetings of the regional  
 7 standing committee whenever possible and shall keep it ad-  
 8 vised on the progress of the relief and rehabilitation program  
 9 within the region.

10 "5. The Director General shall make periodic reports  
 11 to the Central Committee and to the Council covering the  
 12 progress of the Administration's activities. The reports shall  
 13 be made public except for such portions as the Central Com-  
 14 mittee may consider it necessary, in the interest of the United  
 15 Nations, to keep confidential; if a report affects the interests  
 16 of a member government in such a way as to render it ques-  
 17 tionable whether it should be published, such government  
 18 shall have an opportunity of expressing its views on the  
 19 question of publication. The Director General shall also  
 20 arrange to have prepared periodic reports covering the activ-  
 21 ities of the Administration within each region and he shall  
 22 transmit such reports with his comments thereon to the  
 23 Council, the Central Committee and the respective regional  
 24 committees.

## "ARTICLE V

## "SUPPLIES AND RESOURCES

1 "1. In so far as its appropriate constitutional bodies  
2 shall authorize, each member government will contribute to  
3 the support of the Administration in order to accomplish  
4 the purposes of Article I, paragraph 2 (a). The amount and  
5 character of the contributions of each member government  
6 under this provision will be determined from time to time  
7 by its appropriate constitutional bodies. All such contribu-  
8 tions received by the Administration shall be accounted for.

9 "2. The supplies and resources made available by the  
10 member governments shall be kept in review in relation to  
11 prospective requirements by the Director General, who shall  
12 initiate action with the member governments with a view to  
13 assuring such additional supplies and resources as may be  
14 required.

15 "3. All purchases by any of the member governments,  
16 to be made outside their own territories during the war for  
17 relief or rehabilitation purposes, shall be made only after  
18 consultation with the Director General, and shall, so far as  
19 practicable, be carried out through the appropriate United  
20 Nations agency.

## "ARTICLE VI

## "ADMINISTRATIVE EXPENSES

21 "The Director General shall submit to the Council an

1 annual budget, and from time to time such supplementary  
2 budgets as may be required, covering the necessary adminis-  
3 trative expenses of the Administration. Upon approval of  
4 a budget by the Council the total amount approved shall be  
5 allocated to the member governments in proportions to be  
6 determined by the Council. Each member government  
7 undertakes, subject to the requirements of its constitutional  
8 procedure, to contribute to the Administration promptly its  
9 share of the administrative expenses so determined.

## "ARTICLE VII

10 "Notwithstanding any other provision herein contained,  
11 while hostilities or other military necessities exist in any area,  
12 the Administration and its Director General shall not under-  
13 take activities therein without the consent of the military com-  
14 mand of that area, and unless subject to such control as the  
15 command may find necessary. The determination that such  
16 hostilities or military necessities exist in any area shall be  
17 made by its military commander.

## "ARTICLE VIII

## "AMENDMENT

18 "The provisions of this Agreement may be amended as  
19 follows:

20 "a. Amendments involving new obligations for member  
21 governments shall require the approval of the Council by a

1 two-thirds vote and shall take effect for each member govern-  
2 ment on acceptance by it;

3 "b. Amendments involving modification of Article III  
4 or Article IV shall take effect on adoption by the Council by  
5 a two-thirds vote, including the votes of all the members of  
6 the Central Committee;

7 "c. Other amendments shall take effect on adoption by  
8 the Council by a two-thirds vote.

9 "ARTICLE IX

10 "ENTRY INTO FORCE

11 "This Agreement shall enter into force with respect to  
12 each signatory on the date when the Agreement is signed by  
13 that signatory, unless otherwise specified by such signatory.

14 "ARTICLE X

15 "WITHDRAWAL

16 "Any member government may give notice of with-  
17 drawal from the Administration at any time after the expira-  
18 tion of six months from the entry into force of the Agreement  
19 for that government. Such notice shall take effect twelve  
20 months after the date of its communication to the Director  
21 General subject to the member government having met by  
22 that time all financial, supply or other material obligations  
23 accepted or undertaken by it."

24 SEC. 2. Amounts appropriated under this resolution  
25 shall be expended under the direction of the President pur-

1 suant to section 1 hereof. The President shall submit to the  
2 Congress quarterly reports of expenditures made under any  
3 such appropriations and of operations under the Agreement.

4 SEC. 3. In the adoption of this joint resolution the  
5 Congress expresses its approval of and reliance upon the  
6 policy adopted by the United Nations Relief and Rehabilita-  
7 tion Administration at the first session of the Council, sum-  
8 marized in paragraph 11 of Resolution Numbered 12, and  
9 reading as follows:

10 "11. The task of rehabilitation must not be considered as  
11 the beginning of reconstruction—it is coterminous with relief.  
12 No new construction or reconstruction work is contemplated,  
13 but only rehabilitation as defined in the preamble of the  
14 Agreement. Problems, such as unemployment, are impor-  
15 tant, but not determining factors. They are consequences  
16 and, at the same time, motives of action. The Administration  
17 cannot be called upon to help restore continuous employment  
18 in the world."

19 SEC. 4. In expressing its approval of this joint resolution,  
20 it is the recommendation of Congress that insofar as funds  
21 and facilities permit, any area (1) *(except within enemy*  
22 *territory and while occupied by the enemy)* important to the  
23 military operations of the United Nations which is stricken by  
24 famine or disease may be included in the benefits to be made

1 available through the United Nations Relief and Rehabilita-  
2 tion Administration.

3 (2) No amendment under article VIII (a) of the agreement  
4 involving any new obligation for the United States shall be  
5 binding upon the United States without approval by joint  
6 resolution of Congress.

7 (3) SEC. 5. In adopting this joint resolution the Congress  
8 does so with the following reservation:

9 That in the case of the United States the appropriate  
10 constitutional body to determine the amount and character  
11 and time of the contributions of the United States is the  
12 Congress of the United States.

13 (4) SEC. 6. In adopting this joint resolution the Congress  
14 does so with the following reservation:

15 That it is understood that the provision in paragraph  
16 11 of resolution numbered 12 adopted at the first session  
17 of the council, referred to in section 3 of this joint resolution  
18 and reading "The task of rehabilitation must not be considered  
19 as the beginning of reconstruction—it is coterminous with  
20 relief", contemplates that rehabilitation means and is confined  
21 to relief only.

22 (5) SEC. 7. In adopting this joint resolution the Congress  
23 does so with the following reservation:

24 That the United Nations Relief and Rehabilitation Ad-  
25 ministration shall not be authorized to enter into contracts

1 or undertake or incur obligations beyond the limits of ap-  
2 propriations made therefor.

3 (6) SEC. 8. None of the funds appropriated in pursuance of  
4 this authorization shall be expended in the promotion of any  
5 educational, religious, or political program in any country in  
6 which rehabilitation is carried on.

7 SEC. (7) 9. The authorization contained in this joint  
8 resolution shall expire (8) at the conclusion of two years  
9 following the termination of hostilities on all fronts unless  
10 specifically extended by an Act of Congress on June 30,  
11 1946.

Passed the House of Representatives January 25, 1944.

Attest: SOUTH TRIMBLE,  
Clerk.

Passed the Senate with amendments February 17 (legis-  
lative day, February 7), 1944.

Attest: EDWIN A. HALSEY,  
Secretary.

78th CONGRESS  
2d Session

## H. J. RES. 192

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### JOINT RESOLUTION

To enable the United States to participate in  
the work of the United Nations relief and  
rehabilitation organization.

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IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 18, 1944

Ordered to be printed with the amendments of the  
Senate numbered

000913

CONTROL COPY

THE UNDER SECRETARY OF STATE  
WASHINGTON

February 7, 1944

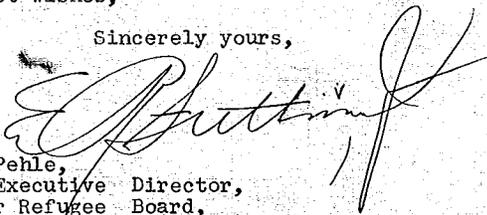
Dear Mr. Pehle:

I have just reviewed a memorandum prepared in the Department, dated January 31, stressing the desirability of the formulation of definite lines of responsibility between the War Refugee Board and the United Nations Relief and Rehabilitation Administration, with which I am generally in accord. I understand the statement in the last sentence of the third paragraph was based on an informal conversation and that it probably does not represent the considered opinion of the Board. I believe Mr. Miller has handed you a copy of the memorandum.

I feel certain you will agree that the Board should consider this question at an early date and also that of relations with the Intergovernmental Committee. It is our feeling that many advantages should accrue by utilizing the Intergovernmental Committee in appropriate ways and thus presumably through it maintaining the interest and cooperation of the European neutrals which may be vital in certain projects. Another factor to keep in mind is that projects carried out by either IGC or UNRRA would presumably be financed partially by other governments thus relieving our Government of the total expense.

With best wishes,

Sincerely yours,



Mr. John W. Pehle,  
Acting Executive Director,  
War Refugee Board,  
Treasury Department,  
Washington, D.C.

000914

CONTROL COPY

DEPARTMENT OF STATE  

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LIBERATED AREAS DIVISION

February 2, 1944

TO: Mr. John W. Pehle,  
Special Assistant to the Secretary,  
Treasury Department.

FROM: Mr. Edward G. Miller, Jr.

In accordance with our conversation this morning,  
I enclose herewith a copy of my memorandum of January 31,  
1944 to Mr. Acheson and Mr. Stettinius, together with a  
copy of a memorandum approved by Mr. Long, regarding  
the division of responsibility between the War Refugee  
Board and the United Nations Relief and Rehabilitation  
Administration.

*Please call me when you want to discuss  
this*  
*Edm.*

LA:EGM:mkg

000915

DEPARTMENT OF STATE  
LIBERATED AREAS DIVISION

January 31, 1944

A-A  
Mr. Acheson:

U  
Mr. Stettinius:

With reference to the President's Executive Order of January 22, 1944 creating the War Refugee Board, it seems essential before the Board commences operations to consider and establish clearly the division of responsibility between the Board and the United Nations Relief and Rehabilitation Administration with respect to assistance to refugees. The question is raised in this memorandum because of the possibility of doubt in this respect arising from the wording of the Executive Order.

The Order states that "it is the policy of this Government to take all measures within its power to rescue the victims of enemy oppression who are in imminent danger of death and otherwise to afford such victims all possible relief and assistance consistent with the successful prosecution of the war" and that "the Board shall be charged with the responsibility for seeing that the policy of the Government is carried out". More specifically, the Order states that the function of the Board shall include, in addition to activities in connection with the rescue of the victims of enemy oppression, the maintenance and relief of such victims and the establishment of havens of temporary refuge for them. The Order also states that the Board shall cooperate with all existing and future international organizations concerned with the problems of refugee rescue, maintenance, transportation, relief, rehabilitation and resettlement.

The UNRRA Agreement provides in the preamble for the making of preparations and arrangements for the return of prisoners and exiles to their homes and in Article I, 2, (a) states that the purposes of the Administration shall be to plan, coordinate, administer, or arrange for the administration of measures for the

relief

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RECEIVED  
DEPARTMENT

relief of victims of war in any area under the control of any of the United Nations. It was clearly contemplated by the Resolutions and Reports at Atlantic City that it should be one of the functions of UNRRA to care for refugees originating from enemy territory but located in United Nations territory pending their repatriation or resettlement. UNRRA is accordingly planning to take over the administration of certain refugee camps in North Africa to which there have been or will be transported refugees of various nationalities from enemy territory. I understand, however, that the view has been expressed by persons connected with the War Refugee Board that it should be part of the functions of the Board to take over the administration of some or all of these camps.

*Was WRB  
affiliated with  
UNRRA?  
function of  
WRB?*

It seems clear that under their respective terms of reference both UNRRA and the War Refugee Board may engage in operations of this type. However, it would seem that the need which the Board was created to fill was to have an agency to devote itself to rescuing victims of oppression by negotiating for their withdrawal from enemy territory. This is a function which UNRRA was obviously not created to perform.

It is recommended, therefore, that the following division of responsibility be agreed upon between the War Refugee Board and UNRRA:

*Sounds  
reasonable  
WRB.*

1. The War Refugee Board shall confine itself to taking measures to secure the withdrawal of victims of oppression from enemy or enemy-occupied territory and transporting them to areas under the control of the United Nations where they may be cared for by UNRRA. If in certain cases it is possible for the Board to bring these persons only to neutral territory, then it may be the function of the Board to assist them in such territory since UNRRA would not be entitled to operate therein.

2. UNRRA shall be charged with the responsibility of assistance to such persons upon their arrival in United Nations territory pending their repatriation or resettlement.

The foregoing does not take into account the functions of the Intergovernmental Committee on Refugees in this field. There is attached hereto a memorandum drafted by

Mr. Brandt

700911



...ing the ... of settlement for  
... the Inter-Governmental Committee  
... return to their countries of origin  
... of these persons as  
... the view of the United States  
... the ... of the ...  
... to this matter. The report of the  
... I.G.C. will be. I am making no  
... of responsibility between UNRRA  
... of the ...  
... Mr. Brandt and employees of the I.G.C.

A-L/B

January 21, 1944

A-L - Mr. Long:

Upon your request and in completion of our work on refugee matters, I submit the following recommendation for determining responsibility for refugees as it may lie between the Inter-Governmental Committee on Refugees and UNRRA.

The determination of responsibility between the two organizations named should be made on territorial lines. UNRRA operates only in the areas under the control of any of the United Nations. Therefore, it should repatriate or return to their homes any refugees, i.e., displaced persons, found in any of those areas whose countries of nationality or whose homes are within any such area. This activity is authorized by the UNRRA agreement, as I understand it. It may be further noted that Resolution No. 10 adopted at the UNRRA meeting at Atlantic City recommends that the Director General of UNRRA take steps to obtain the cooperation of the Inter-Governmental Committee on Refugees, among other agencies, in repatriating displaced persons. It should be understood that areas under the control of any of the United Nations mean conquered enemy territory, as well as liberated areas and United Nations territory which has not come under occupation of the enemy during the war. Finally, it should be understood that no responsibility either of UNRRA or the Inter-Governmental Committee rests toward those refugees found within those areas who refuse repatriation or return home by UNRRA.

There remain then the neutral states in whose territory the Inter-Governmental Committee on Refugees should operate to repatriate, return home or resettle refugees located temporarily therein.

Each of the two organizations within its respective areas of responsibility, as indicated above, should be prepared to care for and maintain to the extent necessary the refugees toward whom it is responsible, pending their disposition as proposed above.

If you approve, I suggest that this memorandum be referred to Assistant Secretary Acheson, American representative on the Council of UNRRA, to consider with the other Departmental officials concerned, and then to obtain UNRRA and IGC agreement.

A-L/BRANDT:MSL

000919