

Programs with Respect to Relief  
and Rescue of Refugees: Other  
Government Agencies

Foreign Economic Admin.  
Vol. 2

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FOREIGN ECONOMIC ADMINISTRATION  
Liberated Areas Division  
In collaboration with  
the State Department

A SURVEY OF GREEK RELIEF,  
APRIL 1941 TO DECEMBER 1943

March 1944

WAR REFUGEE BOARD RECORDS

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~~RESTRICTED~~

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Foreword

This survey was initiated in answer to a general demand for a comprehensive account of the Greek relief operations now being carried on by a neutral Commission in an Axis-occupied country with supplies provided by the Allies. Source material was assembled in the Office of Foreign Relief and Rehabilitation, and compilation completed in the Liberated Areas Branch of the Foreign Economic Administration. The Greek Relief Office of the Special Areas Branch of the Foreign Economic Administration also cooperated.

Most of the source material was taken from State Department dispatches from Stockholm, which contain the reports of the neutral Commission of Administration for Greek relief. Any opinions of the conditions within Greece are those of the members of the Commission who made the original reports.

Invaluable help and advice have been given by Mr. Paul Mohn, former President of the neutral Commission of Administration, and by Mr. Foy D. Kohler of the Near East Division of the State Department, both of whom read the report in manuscript.

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#### Introductory Note

After May 1941, four separate occupation regimes, in addition to the Greek Puppet Government, exercised authority in Greece: the Bulgarians in Western Thrace, Eastern Macedonia up to the Struma River, and the Islands of Thasos and Samothrace; the Germans in Central and Western Macedonia, including Salonika, parts of the Aegean region, and the Islands of Lemnos, Mytilene, Chios, and Crete (jointly with the Italians); the Albanian Puppet Government, controlled by the Italians, in Northern Epirus; and, until the fall of Italy in the summer of 1943, the Italians in the remainder of the country, except for the localities around strategic points, ports, communication lines, and all airdromes, which are controlled by the Germans.

The delimitation of occupation authority was not fixed, however, and has been subject to almost constant changes, in accordance with military events.

The Greek Puppet Government is organized, in general, according to the pre-invasion pattern. As of March 25, 1942, however, the Minister of Finance (Kotzamanis) was vested with the powers of an economic dictator, with control over the Ministries of Agriculture, National Economy, Food, and Labor. Through orders which were mandatory and must be executed immediately, the Minister of Finance was empowered to supervise these Ministries, determine their jurisdiction and control their regional services; to requisition materials, especially means of transportation and communication; to create or abolish positions, or to introduce compulsory labor; and to supervise markets and legislation pertaining to markets, supplies, prices, and rationing.

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Table of Equivalents

Shipments from America are in long tons  
1 long ton = 2240 lbs.

Shipments on arrival in Greece are in metric tons  
1 metric ton = 2204.6 lbs.

1 metric ton - 1,000 kilograms - about 783 okes

1 kilogram = 2.2046 lbs.

1 oke = 400 drammas = about 2.8 lbs.

1 litre - 1.06 quarts

As of October 1940, \$1.00 = 150 drachmas

Inflation in Greece has caused the drachma  
to lose all meaning in terms of dollars, but  
in terms of purchasing power:

As of February 1944, \$1.00 = about 135,000 drachmas

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Summary

In February 1942 the British and United States Governments requested the Swedish Government to institute negotiations with the Axis to clear the way for shipments of food from North America through the blockade to Greece. The plan was the direct result of a sincere desire on the part of the Allied Governments to bring aid to the people of Greece who were paying a heavy price in misery and famine for the defense of their country. The decision to modify the continental blockade in the case of Greece was a measure of their sympathy and admiration for their Ally, as well as a recognition of its dire need.

Shipments of foodstuffs were already being made from Turkey, within the blockaded area, by the Greek Government and an American philanthropic organization, the Greek War Relief Association, conjointly, and the supplies were being distributed almost entirely in Athens-Piraeus by a commission of Greek Red Cross personnel appointed by the International Red Cross Committee and under the direction of an international committee composed of Swiss, German, Italian, and Greek delegates. The Turkish shipments, however, were inadequate to meet the need, and they contained no wheat, which was a basic food of the Greek population.

As the IRCG was already operating in Greece, it seemed desirable for the Swedish Government to act closely with that organization, especially in the Italian negotiations. The result of this collaborative effort was an agreement the final form of which was achieved in August 1942. Under the terms of this agreement, Swedish ships would be chartered through the Swedish Red Cross by the Allies for the transport of foodstuffs to sail under safe conduct from both belligerent parties; the food so transported would be reserved solely for the use of the Greek people and would not be requisitioned by the occupation powers; in order to insure this, the relief distributions in the country would be carried on by a neutral commission to be composed equally of Swedes and Swiss under the presidency of a Swede; the occupation powers would confine their requisitions of native produce to those foods which might be considered a surplus in Greece; and such requisitions would be compensated by the import of other foods of which Greece was in need. The scheme was instituted under the nominal auspices of the IRCG, but it was arranged that the control should remain with the Swedes, a condition which the Allies regarded as essential to the proper maintenance of supervision over the distributions.

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Originally a fleet of eight vessels was chartered, the cost being shared by the Greek Government in-Exile and the Greek War Relief Association. The original plan called for 15,000 tons of wheat per month, to be donated by the Canadian Government. The first group of three vessels sailed from Montreal, Canada, on August 7, 1942, carrying the month's quota of wheat, as well as medicines, automobiles, and the necessary motor fuel, for the use of the Commission.

In November 1942, the food shipments were expanded to include 3,000 tons per month of dried vegetables and 300 tons of canned milk (later increased to 600 tons monthly), provided through the Lend-Lease Administration. In January 1943, the Lend-Lease Administration also assumed financial responsibility for the charter-hire of the fleet of vessels, though the Greek War Relief Association still pays a substantial sum for other expenses in connection with the fleet. The medicines shipped to Greece have been supplied by the American and Canadian Red Cross organizations. Miscellaneous items of equipment, such as the vehicles shipped for the use of the neutral Commission, have been provided by the Greek War Relief Association, the Canadian Red Cross, and the Greek War Relief Fund in Canada. Motor fuel is bought by the Greek War Relief Fund in Canada.

It was planned to increase the monthly food shipments at the beginning of 1944 to 24,000 tons of wheat, 5,600 tons of dried vegetables, soup powder, vegetable mix and spaghetti, 1,000 tons of cured fish, 600 tons of canned milk, and 50 tons of baby food with an additional 2,000 tons of rice and 2,000 tons of sugar for the year. For the present, the additional wheat is to be donated by the Argentine Government, and the rest of the food products furnished through Lend-Lease. In order to carry this increased amount of food, an expansion of the fleet to 14 vessels was authorized, Lend-Lease to pay the increased charter-hire. It is estimated that the Lend-Lease Administration expended about \$11,500,000 on Greek Relief during the year 1943; for the first half of 1944, it plans to spend about \$11,750,000.

When the reprisal burnings of villages in Greece left many people homeless during the winter of 1943-44, arrangements were made to ship shoes and clothing for 300,000 children through the blockade; this program is gradually being completed as shipping space becomes available. In addition, the shipment of clothing for 50,000 adults has recently been authorized in response to urgent appeals from the neutral Commission of Administration. The clothing and shoes have been donated by the Greek War Relief Association, the Canadian Red Cross, the American Red Cross, and Lend-Lease Administration.

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The actual procurement of the Relief Supplies in the United States is administered by a special Greek Relief Office in the Special Areas Branch of the Foreign Economic Administration. Requests for supplies are sent by the neutral Commission in Greece to the Swedish Foreign Office and from there to the British and United States Governments. These requests are reviewed by an Inter-Agency Committee on Greek Relief, which is composed of representatives from various interested agencies of the United States Government and the British and Canadian Embassies. To pass the blockade, all supplies must be approved as eligible by the proper agencies of the British and American Governments--the Ministry of Economic Warfare in London and the Special Areas Branch of the Foreign Economic Administration in Washington. After their approval has been received, requests for procurement are submitted to the agencies concerned by the Inter-Agency Committee. Supplies are shipped to the Swedish Vice Consulate at St. John's, Canada, which is the port of departure for the relief vessels.

The Administration of relief in Greece is carried on by a Commission composed of 15 Swedes and 15 Swiss with the Swedish jurist, Emil Sandstrom, as the President. This Commission has built up an efficient organization which keeps in constant touch with the needs of the Greek Capital and Provinces and makes an equitable distribution of the supplies at its disposal on the basis of such information. Special Swedish Delegates are stationed in the Provinces, and under their supervision are the various local Greek committees which handle the distributions to the public. In the Capital, everyone is entitled to the relief foods at the nominal charge set by the Commission: the distributions are carried out through commercial channels under the direct supervision of representatives of the Commission. In the Provinces, as limited supplies do not permit distribution to everyone, an attempt is made to distinguish those most in need on the basis of their economic status as "non-producers". As is to be expected, not all of the Provinces have been reached, for various reasons, chief among which are prohibitions due to military expediency and a serious shortage of transportation facilities.

Supplying of the islands has been a difficult problem and to date has been inadequately accomplished; unfortunately, since it is in those regions that the need is greatest. For a few months in the spring and summer of 1943, it was possible to send supplies direct to Smyrna on one of the Swedish ships, for transshipment by small motorboats to the Islands of Mytilene, Samos, and Chios. Because the belligerent powers could not agree on the method of marine transport to the Cyclades, these islands had, at the end of 1943, received

but one shipment, in November of 1942. The Ionian Islands were outside the sphere of proper supervision of distribution and could not be supplied, the Sporades were forbidden territory, the Province of Epirus could not be properly supervised, and Thessaly was largely forbidden by the occupation powers because of guerrilla activities. However, in spite of these territorial restrictions, about 1,300,000 persons in the Provinces have been receiving relief foods regularly. This number, added to the 1,250,000 persons in the Capital, has made a total of 2,550,000 regularly receiving relief foods to the end of 1943. It is anticipated that this program will undergo a considerable expansion in the Provinces during the year 1944, as all the areas are now under the military occupation of but one power, the Germans.

The British and United States Governments have been satisfied with the representations and assurances of the neutral Commission that adequate measures have been taken to control the distributions and prevent supplies from falling into the hands of the occupation powers. The Allied Governments, according to a joint press release of April 19, 1944, have the utmost confidence, not only in the responsibility of the Swedish Government which presents these assurances, but in the ability of the neutral Commission to supervise the distributions and insure that they reach the persons for whom they are intended.

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PART ONE

ORGANIZATION AND OPERATION OF GREEK RELIEF

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I. BACKGROUND OF RELIEF OPERATIONS IN GREECE 1/ \*

Food Situation in Greece in Early Stages of Occupation

On April 27, 1941, the Axis forces occupied Athens. The United States was not yet in the war and its Legation was open until the middle of July.

Within the first month of the occupation, the Greeks began to feel the pinch of a food shortage, the result of five factors in addition to the requisitions by the occupying forces of large quantities of foodstuffs: 1) all importation of foodstuffs for the civil population ceased, 2) agricultural production had been curtailed by seven months of war, 3) animals had been slaughtered for lack of fodder, 4) the so-called "granaries" of Greece--Eastern Macedonia and Western Thrace--were under Bulgarian domination, and 5) considerable quantities of foodstuffs were being smuggled across the border to the black market in Albania by Italian soldiers. Table 1 indicates the decline in the productivity of the country during the war and occupation periods.

TABLE 1

Greek Agricultural Production, 1935-1938, 1940-1942  
(in metric tons--1 metric ton = 2204.6 lbs.)

Product	Average production 1935-38	Normal importation	Production 1940-41	Production 1941-42
Wheat	600,000	450,000	450,000	288,000
Other grains	550,000	40,000	200,000	300,000
Dried vegetables	62,000	25,000	30,000	25,000
Potatoes	130,000	2,000	100,000	50,000
Olive oil	110,000	-	84,000	80,000
Olives	34,000	-	20,000	22,000
Raisins	170,000	-	80,000	57,000

Source: Rapport Final de la Commission de Gestion de la Comite Internationale de la Croix Rouge (October 3, 1941 to August 31, 1942), November 8, 1942.

It was estimated in a report of September 1942, written by S. Petropoulos, Director of the Banque Agricole of Greece, that between 1939 and 1942, the meat production of Greece fell from 115,000 tons to 30,000 tons and dairy products from 60,000 tons to 7,000 tons.

\* This chapter is included at the request of the State Department in the interest of presenting a full picture of the Greek relief scheme.

During the first summer of the occupation, the Greek Puppet Government and the Italian occupying authorities tried to conserve the small supplies in the country by collecting them through the agency of the Banque Agricole branches in the Provinces and centralizing them in the Capital. This attempt was largely a failure because of curtailment of transportation, hoarding on the part of the peasants, withdrawals from the supplies collected before they reached the Capital, and, probably, also because of inefficient collection. In an interview in Rome in November 1941, the Italians told a former representative of the American Legation in Athens that the Government managed to collect only 120,000 tons of wheat through this means and that only a small part of it reached the Capital. This small balance was largely distributed to the hospitals and charitable organizations. Throughout the summer, the bread ration to the population was gradually reduced, and the Italians reported that at the time the ration was reduced from 60 drammas (7 ounces) per person to 30 drammas (3.5 oz.) per person, it was necessary to use 2,000 tons of seed grain to maintain even this distribution. On October 4, a German ship carrying 800 tons of wheat from Salonika to Athens was sunk, and Athens was threatened with a bread famine. Although 450 tons were given by the Italian Army (80 percent of the Army's wheat reserve) and 10,000 tons were sent from both Germany and Italy, the situation rapidly deteriorated. It should be added that all these imports were made after the damage to the Greek economy had already been done. The Italians claimed that after July 1, they requisitioned no foodstuffs in Greece other than wine, spirits, fruit, and vegetables and that, in addition to the above-mentioned supplies, the Germans requisitioned only potatoes, discontinuing the requisition of this item on November 1.

In a report dated January 31, 1942, Dr. Marcel Junod, delegate of the International Red Cross Committee, states that the following changes in the bread ration in the Capital took place from May 1, 1941, to the end of the year: Up to May 7, the ration was 100 drammas (11 oz.); from May 8 to June 25, it was 80 drammas (9 oz.); and from June 26 to July 25, 60 drammas (7 oz.) (at this time the milling percentage of the flour was fixed at 95 percent instead of the former 85 percent). After July 25, the ration was reduced again to 50 drammas (6 oz.), and again some days later, to 30 drammas (3.5 oz.). Fluctuations between 30 and 50 drammas, and no bread at all, kept up until the arrival of the first wheat shipment from Palestine in March 1942. The hardship occasioned by the lack of bread may be better understood if it is remembered that a Greek workman's average daily prewar consumption of this basic food was about one oke (400 drammas or 2.8 pounds).

The inadequacy of the quantities of other foodstuffs being distributed to the population during this period is illustrated by Table 2.

TABLE 2

Greece: Monthly Per Capita Ration of Foodstuffs Distributed Through Grocers in the Capital, 1941 (in drammas--100 dramma = about 11 ounces)

Month	Rice	Olive oil	Dried vegetables	Sugar	Meat	Other
May	200	100	-	75	-	100 (macaroni)
June	150	-	-	25	50-70	-
July	50	-	-	-	100	-
August	25	-	-	-	-	-
September	25	-	-	-	-	-
October	50	-	100 <sup>a/</sup>	-	-	100 (olives)
November	-	-	100 <sup>a/</sup>	-	-	-
December	-	25	-	200	-	-

Source: Rapport Final de la Commission de Gestion de la Croix Rouge Internationale (October 3, 1941 to August 31, 1942), November 8, 1942.

<sup>a/</sup> From the cargo of the "Kurtulus."

Before United States diplomats left Athens in July 1941, appeals were pouring into the Legation for American intervention with the British to allow wheat ships through the blockade. Representatives of all Greek parties and groups united in urging the Americans to help. Just before the Legation closed in July, the flood of appeals culminated in a dispatch to the State Department, enclosing a report and a plan for wheat shipments drawn up by prominent Greek leaders. The report presented a graphic, if terse, account of the food situation in Athens at that time, and asked the United States Government to intervene with the British to permit through the blockade at least a part of the 350,000 tons of wheat bought and paid for by the Korqsis Government. Some of this wheat had been ordered from Russia and was assumed to be unavailable after Russia's entry into the war, but the balance had been sent from Australia and was, supposedly, being held by the British in Egypt. It was the wheat from Australia to which the plan referred.

At that time the State Department did not urge shipment of wheat through the blockade, but United States diplomatic representatives

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most closely in touch with the situation were recommending relief aid in the form of medicines and milk for babies. Minister MacVeagh reached America in late July and immediately began urging the Department to authorize more effective aid to the Greeks. Milk and medicines continued to be distributed by American relief groups in Greece. Charles E. House, director of the American Farm School in Salonika, was named Secretary General of the American Red Cross in Greece and distributed supplies provided by that organization. The Greek War Relief Association (see below for organization), financed by contributions in the United States, had transferred large sums of money for the assistance of refugees and war victims during this whole period. Representatives of the Near East Foundation were also still operating in Greece. In addition, the American Red Cross was shipping supplies from its Middle East supply center to the Greek refugee camps in that area.

It rapidly became apparent, however, that to supply milk and medicines was not enough to stave off the starvation of a whole people. Appeals from thousands of Greek-Americans and American friends of the Greeks poured into the State Department. Personal messages were sent to President Roosevelt by members of the exiled Greek Government. A message was received from the Papal Secretary of State urging the release of the Australian wheat in Egypt and its dispatch to the famine-ridden country. Protests on the subject of this wheat mounted. In January 1942 explanation was made to the State Department by the British Foreign Office that this wheat had been dispersed some time before with the full consent of the Greek Government-in-Exile and never had been held for any length of time in Egypt.

In the United States, the Greek War Relief Association, which had been formed to aid the Greeks during the Greek-Italian war, was interested in shipping wheat from America and was in a position to supply funds collected from friends and relatives of Greeks all over the United States. By August 1941, it was apparent that strong public opinion was growing to the effect that the blockade should be broken in the case of Greece. However, as the British were understandably reluctant to permit a breach of the economic blockade they were maintaining against the Continent, the American point of view was not pushed at that time. An alternative plan, therefore, received strong support.

#### Supplying Food to Greece from Turkey

At the beginning of August, the Greek Ambassador in Turkey suggested to the United States Ambassador that the Greek War Relief Association and the American Red Cross should send representatives to Turkey to negotiate with Turkish and British authorities and to purchase

supplies for shipment to Greece. It was pointed out that, as Turkey lay within the blockaded area, the shipment of supplies from that country would not constitute an infringement of the blockade. The principal difficulty was that Turkey had no wheat to spare, though arrangements could be made to procure 50,000 tons of other foodstuffs, including dried fish, potatoes, onions, dried peas and beans, eggs, and other products. The Greek War Relief Association expressed interest in the scheme and the Turkish Government agreed to allow the charter of a vessel. It was planned that the United Kingdom Commercial Corporation, an official British agency operating in the Middle East, should advance the funds for the charter-hire of a vessel and the purchase of the foods for the account of the exiled Greek Government and the Greek War Relief Association. As an initial appropriation, the GWR offered \$300,000, subject to the agreement of the International Red Cross Committee to handle the distribution in Greece itself. The Italian and German authorities agreed to give safe conduct to the relief vessel, the IRCC agreed to administer the distribution, and the "Kurtulus" left on her first voyage on October 4, 1941, with 1,100 tons of dried vegetables, salt fish, and eggs. The first substantial step to bring relief to Greece had been taken.

The IRCC already had a delegate in Athens who had been responsible for the receipt and distribution of the shipments of medicines and milk which had been sent from Switzerland and Turkey. But in order to handle the more elaborate administration of relief foods under the "Kurtulus" agreement, it was necessary to set up a relief organization, which will be discussed later. A former Secretary of the United States Legation at Athens was sent over from Rome in November to report on the organization and the administration of the first distribution. The first shipment was consigned to the late Robert Brunel, Delegate of the IRCC in Athens, who had organized the commissions which were to administer the relief distributions. The American diplomatic representative reported that the distribution was handled with no interference by the occupation powers; that, on the contrary, the Italians proved helpful in providing permits and fuel oil for transport to the islands near the coast. The Puppet Government, however, proved unreliable, and it was felt that in the future their participation should be avoided. It was recommended that another ship be put in the service, and that the Department intercede with the British to ship the much-discussed wheat from Egypt.

The Germans did not fail to make capital out of the rumor that wheat bought and paid for by the Greeks was being withheld from them. Early in December, the State Department brought to the attention of the British Government the misunderstandings which were arising,

suggesting that the British might send this wheat to the Turks in exchange for wheat which the Turks would send to the Greeks, and which they could not spare without repayment. The Department had already had word from the United States Embassy in Ankara that the Turks were receptive to the idea of exchange provided there was no delay in repayment.

In the first week of January 1942, the British Foreign Office came forward with the explanation given above concerning the Greek wheat allegedly held in Alexandria. A few days later the British offered to relax the blockade for one shipment of 8,000 tons of wheat from Egypt to Greece, on the understanding that the IRCC would assume the responsibility for its distribution in Greece; the shipment was to be financed by the Greek Government-in-Exile. It was agreed between the British and United States Governments that a joint announcement would be made to the press emphasizing the exceptional character of this shipment, permitted because of the "appalling conditions obtaining in Greece;" the release was dated January 27, 1942.

During the exchange of notes, the State Department was actively interested in the possibility of shipping wheat, under the aegis of the American Red Cross, directly to Turkey from the United States, in the event that the British could spare no wheat from Egypt. However, despite approval by the President the plan did not materialize because the Turkish Government insisted on having the arrival date of the vessel guaranteed by the Red Cross, a commitment which it was naturally reluctant to make in war time.

The shipment of foodstuffs from Turkey was threatened when the Turkish Government in late December proposed withdrawing the "Kurtulus" from the Greek service to fill Turkish supply needs. However, a Greek ship of equal tonnage was offered to the Turks for the run between Egypt and Turkey. A second crisis arose when the "Kurtulus", making her sixth voyage between Turkey and Greece, foundered and sank in early January. The Swedish Government came forward with an offer to make the "Hallaren" available for the service between Turkey and Greece, the charter-hire to be guaranteed by the British Government. Until the "Hallaren" could reach the Aegean, the Turks were able to provide another ship, the "Dumlu-Pinar", of 2,100 tons capacity, and the steady, though small, trickle of supplies continued to get through to Greece. The financial arrangements for this second Turkish ship were the same as for the "Kurtulus," the exiled Greek Government and the Greek War Relief Association sharing the cost. The "Dumlu-Pinar" arrived in Piraeus on her last voyage on August 26, 1942. In all, eleven voyages were made from Turkey with relief foodstuffs, and the total amount spent by the GWR on the shipments was \$1,400,000.

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Other Plans for Greek Relief

The Greek War Relief Association and the American Red Cross had participated in other activities for the relief of Greece during late 1941 and early 1942. In addition to bearing part of the cost of the shipment of supplies from Turkey, the GWR had agreed to finance the dole (about \$2,000 a month) formerly paid by the Turkish Government to 600 Greek refugees in that country and had also distributed blankets, milk, and medicines to them. The American Red Cross had continued to send supplies from its Middle East supply center to Greek refugees in Turkey and Palestine; it had also provided two shipments of medicines for Greece. In November 1941, a Secretary of the American Embassy at Rome, who had visited Switzerland to inquire into the feasibility of starting a child program for Greece, sent an urgent recommendation to the State Department, preceded by one from the IRCC, that funds be transferred to Switzerland for this purpose. The State Department in turn recommended that the transfer of funds to Switzerland for this purpose be allowed, the funds to be provided by the GWR in an ear-marked contribution to the American Red Cross. Accordingly, early in January, the American Red Cross, on behalf of the GWR, sent \$38,000 (153,000 Swiss francs) to finance the purchase of milk and medicines for the children of Greece. The distribution was to be handled by the delegates of the IRCC.

When it appears that the exchange shipment of wheat to Turkey would not materialize, the State Department considered proposals of the GWR that a shipment of wheat or flour be sent directly to Greece from the United States and, on February 17, sent a telegram to its Embassy in London definitely advocating a single shipment. On February 24, the United States Embassy in London informed the State Department that the British had agreed to the shipment of flour by the GWR, the choice of destination, Greece or Turkey, to be decided by the Americans. Greece was chosen as the destination of the ship and plans immediately went forward for the charter of the Swedish vessel "Sicilia" which was to carry about 2,300 tons of flour. The vessel sailed on March 26 from New York. The shipment was the first of what was to become, after August 1942, a steady stream of relief shipments from the United States and Canada.

In the meantime, the first shipment of wheat from Haifa left for Greece on March 11, 1942, on the Swedish ship, the "Radmanso." This cargo was in fact the first shipment through the blockade. It was followed during the spring and summer of 1942 by three other shipments on the "Hallaren," one from Sweden via Lisbon and two from Haifa, and one on the Swedish ship "Stureborg" also from Haifa. The "Hallaren" had been sent down to replace the "Kurtulus" on the Turkish run, but as the "Dumlu-Finar" continued to be available, the "Hallaren" carried wheat from Haifa instead. The "Stureborg," which had been chartered by the

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British Government, was torpedoed and sunk in June in the Mediterranean after one trip only. Table 3 shows various shipments which went to Greece beginning with the first shipment from Turkey in October 1941 and including the last shipment from Turkey on the "Dumlu-Finar" in August 1942. All of these shiploads were distributed by the Commission of the IRCC which had been organized by Robert Brunel.

Plan for Regular Shipments from North America Through Blockade

The desperate situation in Greece and cumulative pressures for relief actions in due course led to favorable considerations by the British of a major breach in the blockade in favor of Greece. On February 22, 1942, a telegram was received by the State Department from the Embassy in London containing a proposal drawn up by the MEW and advanced by British Foreign Office that a joint effort on the part of the British and United States Governments should be made to initiate a scheme of regular shipments of foodstuffs from North America through the blockade. It was proposed that neutral ships carry the supplies under safe conduct from all the belligerents, Swedish ships being specifically suggested, and that distributions in Greece should be carried on under the direction of the Swedish Red Cross. The Swedish Government was also suggested as the intermediary in securing Axis agreement on these five conditions:

1. All belligerents were to give safe conduct in both directions;
2. The neutral Commission to be set up in Greece was to have under its direction and control all distribution of relief supplies;
3. The imported foodstuffs were to be reserved for the Greek population and to be distributed wherever in the opinion of the Commission the need was greatest;
4. Foodstuffs originating in Greece were to be reserved solely for persons normally resident in Greece in peacetime except insofar as any foodstuffs consumed in Greece by the armed forces or officials of the occupation powers were replaced by equivalent imports of foodstuffs into Greece for the Greek population and except insofar as the Commission might approve the export of any genuine surplus of olive oil, or dried or fresh fruits in exchange for foodstuffs of other kinds;
5. The Commission was to have the right and duty to verify by direct observation that the conditions were fulfilled, and they were to have sufficient staff and enjoy such freedom of movement as would be necessary for inquiry and inspection.

TABLE 3  
Allied Relief Shipments to Greece, October 1941 to August 1942  
(In metric tons unless otherwise indicated)

Date of arrival	Ship	Country of voyage departure	Wheat	Flour	Dried vegetables	Pulses	Onions (metric tons)	Beans	Dried fruits	Apples	Salted fish	Dried medicinal	Salted meat	Sugar	Bananas	Sardines	Olive	Medicines
October 17, 1941	Kurulus	Turkey	-	-	804,144	-	241,722	42,406	-	-	39,129	-	-	-	-	-	-	-
November 2, "	"	II	-	-	1,079,106	-	139,029	17,175	-	-	88,202	-	-	-	-	-	-	-
November 26, "	"	III	-	-	974,602	160,691	396,425	68,661	-	-	75,779	-	-	-	-	-	-	-
December 15, "	"	IV	-	-	1,231,523	324,431	138,342	26,191	-	-	54,615	-	-	-	-	-	-	-
January 1, 1942	"	V	-	-	1,070,061	596,627	-	-	-	-	21,120	-	-	-	-	-	-	-
February 25, "	Dunlu-Pinar	I	-	-	1,308,672	285,831	-	17,748	96,768	-	113,230	-	-	-	-	-	-	-
March 17, "	Rodunoo	Halifa	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
March 27, "	Dunlu-Pinar	II	-	-	1,328,453	-	-	44,980	398,930	-	-	-	-	-	-	-	-	-
April 17, "	Sicilia	New York	-	-	2,300,200	-	-	-	-	-	-	-	-	-	-	-	-	-
April 17, "	Hallaren	I	Sweden-Lisbon	4,475,000	-	-	-	-	-	-	-	-	-	-	49,710	35,600	283,100	-
April 17, "	Dunlu-Pinar	III	Turkey	-	-	383,357	-	133,030	982,243	25,512	53,880	37,950	-	4,850	-	-	-	365,525
May 29, "	Sureborg	Halifa	-	-	1,845,337	-	-	-	-	-	-	-	-	-	-	-	-	-
June 5, "	Hallaren	II	-	-	4,682,790	-	-	-	-	-	-	-	-	-	-	-	-	-
June 8, "	Dunlu-Pinar	IV	Turkey	-	-	446,086	-	8,730	1,023,428	126,963	165,745	-	1,900	-	-	-	-	231,375
July 22, "	"	V	"	-	-	167,303	-	674,435	648,496	-	81,710	33,627	-	-	-	-	-	-
August 22, "	Hallaren	III	Halifa	2,252,803	1,231,555	-	-	-	-	-	-	-	-	-	-	-	-	-
August 26, "	Dunlu-Pinar	VI	Turkey	-	-	175,914	-	499,070	741,688	-	84,005	17,136	-	-	-	-	-	269,851

Source: Rapport Final de la Commission de Gestion de la Comite Internationale de la Croix Rouge (October 3, 1941 to August 31, 1942), November 8, 1942.

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On February 26, 1942, the United States Government sent a reply agreeing to associate itself with the British Government in the proposed scheme. The plan was put up to the Swedish Government on behalf of the two Allied Governments on March 2, 1942, in a memorandum from the British Embassy, which outlined the scheme and stated that "no financial burden would fall on the Swedish Government or Red Cross;" it declared that shipments of 15,000 tons of wheat per month were planned and that a total tonnage of 45,000 to 50,000 tons of shipping would be required. On March 6, the Swedish Government replied to the British note affirming that the required amount of shipping would be available, and suggesting that a commission for the control of the relief distribution be established under the Presidency of Sven Allard, Swedish Charge d'Affaires at Sofia and Athens. The Swedish Government further offered to assume the financial responsibility for this commission and its clerical staff. An offer was made to negotiate with the Axis, and the desirability of cooperating closely with the IRCC was expressed.

Negotiations with Axis on Greek Relief Scheme

Negotiations with the Axis immediately started, and while they were in progress, public credit for the scheme was given to the Swedish Government. The Italian reply, received on April 15, 1942, was considered favorable on the whole. The Italians proposed:

1. That safe conduct should be given in both directions to the relief ships;
2. That the relief should be under the auspices of the IRCC with the addition of Swedish delegates to the existing Commission of Administration;
3. That relief foodstuffs should be reserved solely for the Greeks; but that the distribution area should be limited to the Mainland, Crete, and the Peloponnese;
4. That, in principle, foodstuffs originating in Greece should be reserved for the Greeks.

They also reserved the right to withdraw their consent to the scheme at any time on advance notice to the Swedish Legation in Rome.

On April 30, the German reply was received. It followed in general the lines of the Italian reply. The Germans expressed their understanding of the proposal as follows:

1. The Swedish ships until their return to Swedish ports would be safeguarded, not only against prize court proceedings, but also against other seizure;

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2. The Swedish ships might not, during the time they were being used in the interest of the Greek population, be used for any other purpose by the other belligerent party, and they would return to Swedish ports immediately after the termination of the aforesaid activity;
3. The assurances given by the British and United States Governments were also valid with regard to their Allies.

Upon the above assumptions, the Germans specifically agreed:

1. That orders should be given for the safe conduct of the vessels in both directions and also, temporarily, to and from North Africa;
2. That relief distribution should be under the control of the Swedes, but that close collaboration should be maintained with the IRCC Commission already operating;
3. That relief foodstuffs imported under the Swedish plan should be reserved solely for the Greeks; but that the distribution area should have the limitations suggested by the Italians;
4. That foodstuffs originating in Greece should be reserved for the Greeks, but that any excess should be available for exchange.

They further indicated their understanding that the time limit of the plan was indefinite.

The point which required the most adjustment was the divergence of opinion with regard to the maintenance of control. The Italians insisted it should be kept as it was then set up, by the IRCC Commission of Administration, composed of Greek personnel and under the policy control of the Committee of Direction with its Swiss, Greek, German and Italian membership; the only concessions they were initially willing to make were that Sven Allard should have a seat on the Policy Committee and that the Swedes should be given membership in the Commission of Administration.

The Allies, while highly appreciative of the previous work of the IRCC in Greece and desirous that the scheme be nominally under its general auspices, deemed it essential, in order to insure observance of the conditions agreed to by the Axis, that the responsibility and control remain in the hands of the Swedish Government. The IRCC, though naturally of the opinion that the *status quo* might well be maintained, were willing to negotiate for some compromise. On May 1,

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1942, therefore, Dr. Marcel Junod, a delegate of the IRCC from Geneva, went to Rome to assist the Swedish Minister in negotiations with the Italians. On June 21, 1942, the State Department in Washington received a telegram from Stockholm listing these compromise proposals to which the Italians had agreed:

1. The Swedish Charge d'Affaires was to be responsible for the transmission of reports, and he was to have a seat on the Committee of Direction.
2. The Swedish Government was satisfied by German and Italian assurances that:
  - a) The Commission of Administration would have the right and duty to observe at first hand the distributions, and this measure of control was to be facilitated by the occupying powers;
  - b) Foodstuffs of Greek origin would be reserved for Greeks, and only surpluses exported;
  - c) The control was to be in the hands of a neutral delegation, which would act as an organ of the IRCC and would have fifteen Swedish and Swiss members;
  - d) A Swede was to be President of the Commission of Administration (Paul Mohn, Swedish Counselor of Legation in Rome, was later designated as the first President);
  - e) The Committee of Direction was to be merely a liaison between the Commission of Administration and the occupying authorities.

The moot point of area limitation was settled by an agreement on both sides that arrangements for neutral boats to call at the islands would be negotiated on the spot by the IRCC delegation.

It was further pointed out by the Swedes that motor cars and gasoline should be sent on the relief ships for the use of the Commission of Administration. The Swedish Government and the IRCC offered to be financially responsible for the members of their own delegations.

With the final Allied stipulations that the control must remain in the hands of the Swedes, that reports should be received through the Swedish Government, that the bags in which some of the wheat was shipped should be returned to the port of origin, and that the

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plan to sell the wheat to the Greek Ministry of Food at 21 drachmes per kilogram was not acceptable, it was agreed that the first shiploads of wheat might sail as soon as the Swedish ships could reach Montreal. Because of the undesirability of giving the Puppet Government any hand in the anticipated distributions, the State Department had maintained throughout the negotiations that from the time the shipments landed in Greece until they reached the hands of the consumers, they should be under the control of the neutral Commission. This position was further strengthened by the report of a Swedish officer on the "Hallaren" who stated that whenever the administration of the distributions had come under the influence of the local Government officials, it had been unsatisfactory. An apparent confirmation of this statement was the report that the number of meals received by the public in the soup kitchens did not correspond to the Government account of the number served, and that Government officials were believed to benefit by sales on the black market. Furthermore, it was pointed out that the Greek Red Cross, which played a large part in the distributions, was unavoidably under the influence of the Puppet Government.

The Allied Governments agreed that in view of the inflation in Greece and the impossibility of transferring any foreign exchange thereto, the Commission might make charges sufficient to cover its own expenses, but stipulated that it should always be borne in mind that the relief was for the benefit of the poorest elements of the population.

#### Vessels and Cargoes for Greek Relief

With negotiations completed, the first group of three vessels left Canada for Greece on August 7, 1942.

It has been arranged that the vessels selected to carry relief supplies to Greece would be chartered in the name of the Swedish Red Cross, and that the Greek Government-in-Exile, together with the Greek War Relief Association would assume payments for the charter-hire of the fleet. Beginning with January 1, 1943, however, the Lend-Lease Administration took over the charter-hire of the nine vessels then in the service. The GWR still contributes a large sum for the other monthly expenses of the vessels, such as bunkering.

The initial eight vessels carrying relief supplies were:

(tons dead weight)

Formosa	9,400
Eros	5,960
Camelia	2,920
Mongabarra	9,350
Akka	8,950
Yarrowonga	9,100
Fenris	3,375
Bardaland	4,575

In addition, the "Wiril" (1,225 tons) was chartered early in 1943 for service among the islands of the Aegean.

The fleet has since changed as follows: In January 1943, the "Eros" ran aground on the way to Salonika and was sunk. The "Tamara" (10,300 tons) was added later to replace her. Late in 1943, the "Saggat" (8,880 tons) was chartered, and early in 1944, the "Pedro Christoferson" (7,250 tons) and the "Virginia" (2,900 tons) were added to the fleet, the "Virginia" recently being assigned to the Greek areas. In the week of January 1944, the "Camelia" struck a mine at Salonika and turned out to be too badly damaged to remain in service, and, in March 1944, the "Fenja" (3,750 tons) was chartered to take her place. In February 1944, the "Wiril" also was badly damaged in a bombing raid at Chios.

At the beginning of April 1944, the Germans agreed to the charter of three more vessels for the Greek relief fleet, the "Nagara" (10,400 tons), the "Vasaholm" (7,345 tons) and the "Suorva" (9,020 tons). Thus, the total number of vessels in the fleet is now 14, for all of which Lend-Lease pays the charter-hire.

The cargo the ships carry is from various sources. Since the beginning of the relief scheme, the Canadian Government had appropriated the funds for the 15,000 tons of wheat per month. It had indicated its willingness to increase this quantity for 1944. The cargoes of the ships which sailed in August 1942 consisted solely of wheat. Later in the fall of that year, it was agreed that 3,000 tons of dried vegetables and a small quantity of milk, provided by the Lend-Lease Administration should go through the blockade. These shipments were increased during 1943 and again in 1944. Medicines provided by the American and Canadian Red Cross organizations were allowed to pass the blockade, subject only to the condition that a list be submitted to the Joint Blockade Committee for clearance before shipment. The Greek War Relief Association and the Greek War Relief Fund in Canada have supplied all the vehicles shipped for the relief work as well as incidental items of equipment requested by the Commission. Gasoline and oils have been contributed by the Canadians.

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Allied Government Press Releases on Greek Relief

To date, four statements concerning Greek Relief shipments through the blockade have been made to the press by the United States Government. The texts of these releases are given in chronological order in Appendix A. Three of them were issued by the State Department and are dated March 6, 1942, August 7, 1942, and April 19, 1943. They concern 1) the first shipment of wheat through the blockade on the "Sicilia" which sailed from New York on March 26, 1942, 2) the announcement of the Greek relief scheme, and 3) a denial of reports that relief supplies were leaking to the Germans.

In February 1944, the Inter-Agency Committee decided that a definite policy of press releases should be established by the interested Governments--Greek (in Cairo), British, Canadian, Swedish and United States. Therefore, a statement constituting a report on the Greek relief scheme was issued on March 17, 1944, under the heading of the Foreign Economic Administration, which now has charge of American participations in the Greek relief operation. Thereafter, any changes in the scheme were to be announced simultaneously by all interested parties upon a date to be set by the Swedish Government which would have in mind the best interests of the relief work in Greece.

II. PRELIMINARY ORGANIZATION OF GREEK RELIEF<sup>2/</sup> FROM  
OCTOBER 3, 1941 TO AUGUST 30, 1942

Committee of Direction

When the plans for the shipment of relief foodstuffs from Turkey materialized, the occupation powers in Greece agreed to the creation of a Committee of Supervision (Comite de Surveillance), afterward called the Committee of Direction (Comite de Haute Direction) under the Presidency of Mr. Robert Brunel and including as members M. G. Arno, consul general, delegate of the Italian Red Cross; M. E. Dziobek, delegate of the German Red Cross; and M. J. Athanassaki, President of the Greek Red Cross. This Committee had the responsibility of directing the work of relief and of establishing principles for it. As it was found practical to create another body to consider questions relative to the receipt and distribution of the food, the Commission of Administration of the Shipments of Food of the International Red Cross Committee (Commission de Gestion des Envois de Vivres du Comite International de la Croix Rouge) was constituted at the first meeting of the Committee of Direction on October 3, 1941.

First Commission of Administration

The Commission was originally composed of Messrs. A. Gredinger, Swiss, associate-delegate of the IRCC in Greece, President; A. Zannas of the Greek Red Cross; E. Papastratos, prominent business man; C. Zarifis, banker; C. Panoutsos, president of the Society of Merchants of Greece; S. Petropoulos, director-general of the technical services of the Banque Agricole of Greece; Constantine Michalos, shipowner; C. Liambeis, manufacturer. Associated with these members, but outside of the Commission, was Mr. Theodoros Petracopoulos, President of the Lamps Society of Hotelkeepers.

Mr. A. Zannas took over the duties of the administrator, which he performed with efficiency and zeal from October 3, 1941, until the day of his involuntary withdrawal (he came under the suspicion of the occupation powers) on April 22, 1942. He was replaced, temporarily, by Mr. Papastratos and, after the latter's resignation on June 12, 1942, by Mr. Eugene Baumann, Swiss. The latter held the position until the dissolution of this first Commission, and afterwards became part of the new neutral Commission of Administration.

During this whole period, the duties of the Secretary of the Commission were performed by Mr. G. Zevgolis, administrative director of the Greek Red Cross; he also exercised the functions of director-general of the administrative services of the Commission.

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On September 1, 1942, the new Commission of Administration, composed of neutral Swiss and Swedes under the Presidency of the Swedish Counselor of Legation, Mr. Paul Mohn, began operations in Greece.

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### III. ORGANIZATION OF GREEK RELIEF AFTER SEPTEMBER 1, 1942

#### Committee of Direction

Although the connection of the Committee of Direction with Greek relief work became purely nominal after the neutral Commission began operations, the Committee was accorded formal recognition of its role before September 1942, by granting of the right to submit suggestions on policy, which the Swedish President of the Administrative Commission had the right to accept or reject as he saw fit. In March 1943, Messrs. Allard, representing the Swedish Government, and Burckhardt, the International Red Cross Committee, met with representatives of the Italian and German Red Cross in Rome for the purpose of drawing up a protocol of agreement (see Appendix B) between the so-called Committee of Direction and the neutral Commission of Administration. After the fall of Italy in July 1943, the Committee of Direction became completely inoperative.<sup>3/</sup>

#### Advisory Committee

One of the stipulations of the Allies had been that the Greeks, who had comprised the main body of the old Commission, should not have representation on the new Commission of Administration, which was to be composed exclusively of neutrals. The President of the Commission, however, set up an Advisory Committee composed of Greeks prominent in the Red Cross and other philanthropic activities. As its name would imply, the Advisory Committee had no real power, but it was instrumental in promoting Greek cooperation with the program of the Commission.

#### Swiss Mission

As the Swiss Mission was sent to Greece by the Swiss Red Cross during July 1942, and was not directly affected by the agreement entered into between the Swedish government and the International Red Cross Committee (see "Committee of Direction" above), a separate agreement between the Commission of Administration and the Swiss Mission was signed by Allard, Sandstrom and von Fischer in the spring of 1943 (see Appendix C). Reports from the head of the Swiss Mission are not as frequent or as complete as those from the Chiefs of Division of the Commission, although numerous requests for a complete report have been made by the President, Justice Sandstrom. Consequently, information on the work of the Swiss Mission is not as recent or as detailed as could be desired.

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President and Vice President of the Commission of Administration

The President of the Commission is the representative of the Swedish Government and is authorized to act as such. The Vice President of the Commission is the representative of the International Red Cross Committee. The President must confer with him in all matters concerning policy, but the decisions rest with the President alone. The Vice President is empowered to act for the President in his absence, but only in matters other than policy. In the President's capacity as a delegate of the Swedish Government and in matters of policy concerning the Commission, one of the Swedish Government representatives is designated to act for him. In a recent absence of Justice Sandstrom from Greece, Consul Risberg was empowered to act as the representative of the Swedish Government, while the Swiss Vice President of the Commission, M. de Gloutz, acted for the President in matters of routine operation.

The Swedish Charge d'Affaires

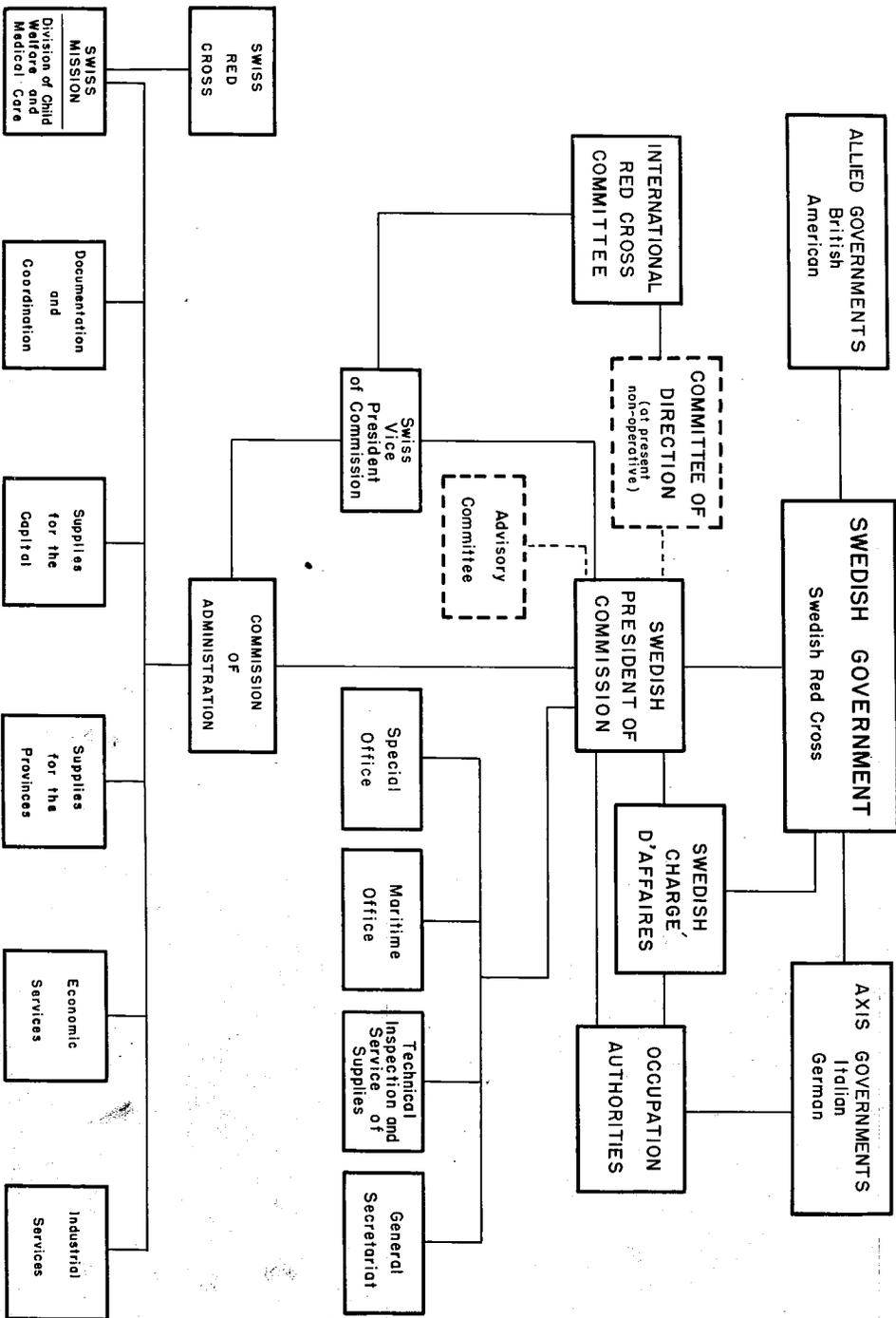
The Swedish Charge d'Affaires in Sofia and Athens, is empowered to act, as a representative of the Swedish Government, in the capacity of liaison officer between his own Government and the occupation authorities, and, as such, he is an agent in arbitration between the Allied and Axis powers concerning matters of policy and special arrangement (see the sections on "The Food Compensation Plan" and "The Barter Agreement"). He and the President of the Commission both deal with occupation authorities in matters affecting the execution of the relief program in Greece.

Chart 1 presents in graphic form the relationships defined above.

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# GREECE

## POLICY DIRECTION AND CONTROL OF NEUTRAL RELIEF ADMINISTRATION



NO.1317-C MAY 1, 1944

SECRET

DRAWN IN THE CARTOGRAPHIC SECTION, F.E.A.

SECRET

#### IV. ORGANIZATION OF THE COMMISSION OF ADMINISTRATION

##### Departmental Organization

A description of the departmental functions of the Commission is given in Appendix D. It is a translation from the French of a description of the organizational plan as it was originally drawn up by those responsible for organizing the present relief activities in Greece. Mr. Mohn, the first President of the Commission, who was largely responsible for the efficient method of operation which was evolved from the actual experience of the Commission on the ground, provided information on the organization. It should be read in connection with Chart 2.

In the fall of 1942, when the initial organization was planned, there were but 15 neutral representatives in Greece, all of whom were members of the Commission. Since that time, additional persons have been added as "collaborators" without the power of vote, so that at the present time there are about 30 Swedes and Swiss acting with the Commission in Greece.

The official name of the Commission in Greece is "Commission of Administration" (Commission de Gestion) and it is thus referred to in the articles of organization.

##### Personnel of the Commission of Administration 5/

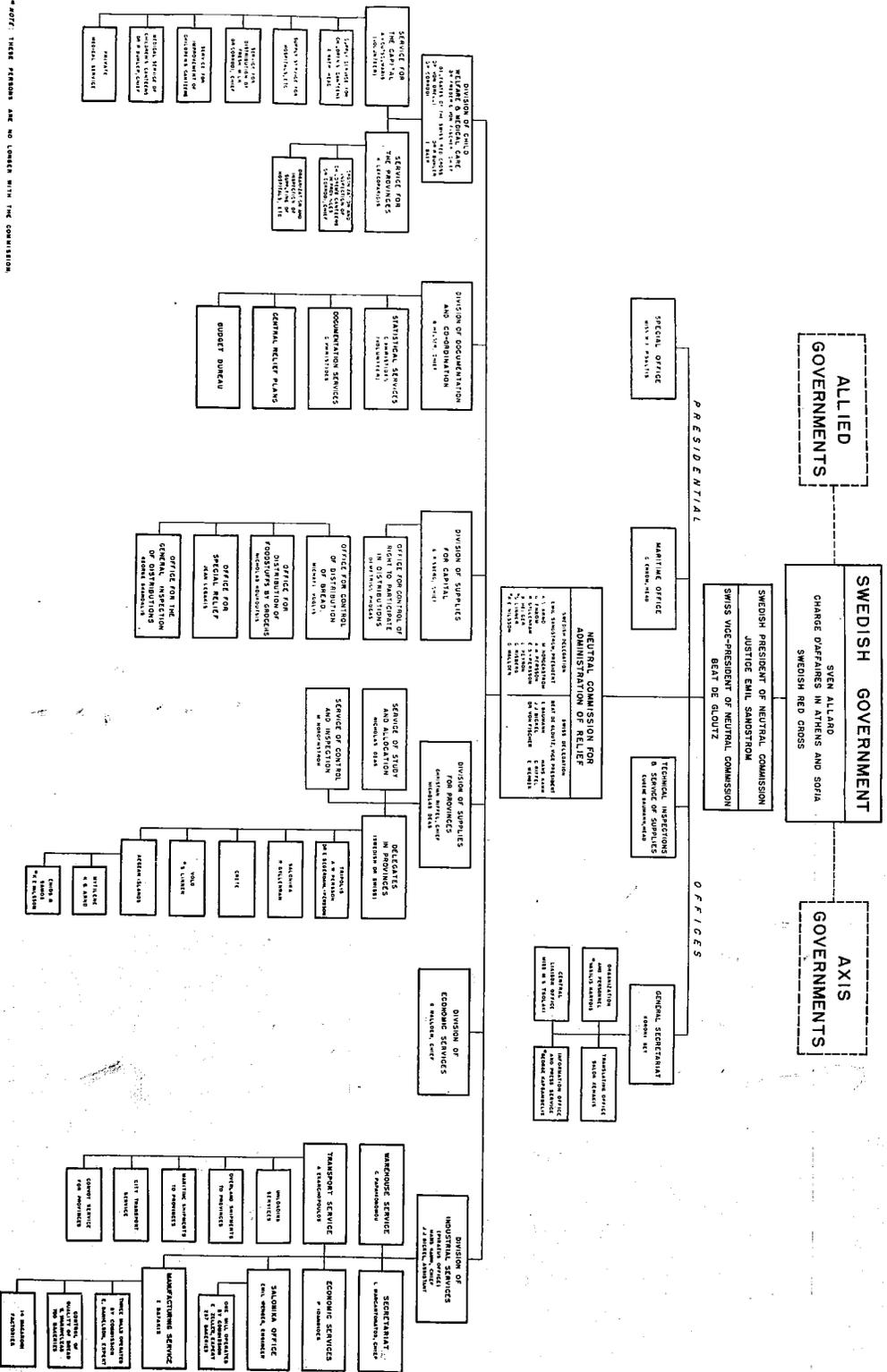
Neutral personnel. When the Swedish delegation of the Commission of Administration first arrived in Greece, during the early days of September 1942, it was under the leadership of Mr. Paul Mohn, a Swedish Counselor of Legation, formerly stationed in Rome. Mr. Mohn was also an official delegate of the International Red Cross Committee. He had with him as original members of the Swedish delegation: Messrs. Enbon, Helger, Risberg and Wallden, Major Porry, Captain Nordenstrom and Lieutenant Widlund. E. Danielson, billing expert, also arrived with the original Swedish delegation, but he was not officially a member. Major Porry has since returned to Sweden, but according to latest reports he was again on his way back to service in the field.

The original members of the Swiss delegation were M. d'Amman, Deputy Chief of the delegation of the International Red Cross Committee and, after April 1, Vice President of the Commission of Administration; Colonel Speidel, Vice President of the Commission until March; Dr. von Fischer; and Messrs. Sauser, Gredinger, Burckhardt, Baumann and Kamm. Dr. von Fischer was also Chief of the Swiss Mission of the Swiss Red Cross which in July 1942 began work with the children. Of the original members of the Swiss delegation of the

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# GREECE

ORGANIZATION OF NEUTRAL RELIEF ADMINISTRATION  
AS OF DECEMBER 1943



\*NOTE: THESE PERSONS ARE NO LONGER WITH THE COMMISSION  
NO 1235-C MAY 8, 1944

DRAWN IN THE CARTOGRAPHIC SECTION, S.C.A.

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Commission, M. d'Amman, Colonel Speidel and Messrs. Sausser and Burckhardt have returned to Switzerland. Mr. Burckhardt, who was stationed in Salonika and organized the distribution there, performed excellent work, but he incurred the displeasure of the Germans by attempting to send a request to the IROG to intervene on behalf of the Jewish women and children in Salonika, and his removal was demanded.

With the gradual geographical increase in the extent of food distribution in Greece, it was found necessary to add to the personnel of the Commission of Administration. Appointments of permanent Delegates to provincial districts were made and additional Swedish personnel was sent down to fill these posts. Altogether, up to the present time, six more Swedes and eight more Swiss have been added to the Commission as "collaborators" without the power of vote. Thus, theoretically, the grand total of personnel of the combined Swedish-Swiss Commission of Administration is now 30; however, as individual members are always coming or going, the number stationed at any one time in Greece, has in the past, seldom been equal to the total number of which the Commission is composed.

According to information, as of October 1943 the Swedish delegation consisted of the following persons:

Justice Emil Sandstrom, President, former Justice of the Swedish Supreme Court;

G. Risberg, Consul of Sweden in Athens and Chief of the Division of Supplies for the Capital;

G. Enbom, an engineer with many years' experience as the representative of a commercial corporation with headquarters in Athens, now head of the Maritime Bureau of the Presidential Offices;

B. Halger, former first secretary of the Swedish Royal Social Board, now Chief of the Division of Documentation and Coordination of Retuf;

G. Wallden, accountant, Chief of Division of Economic Services;

Mr. Nordenstrom, Captain of the Swedish Army and former proprietor of a physical education academy, now doing special inspection work for the Division of Supplies for the Provinces;

L. Peyron, with many years of Swedish consular experience, now assisting in the work of the Maritime Bureau;

R. de Gyllenram, Swedish Counselor of Legation and former President of the Mixed Subcommittee in Turkey

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for the Exchange of Greek and Turkish Civilian Populations from 1923-1930, Delegate at Salonika;

A. W. Persson, Professor and Greek archaeologist, Delegate at Tripolis;

Elsa Segerdahl-Persson (Mrs. A. W.), doctor specializing in epidemic diseases, assisting Professor Persson in organizing the children's canteens, Delegate at Tripolis;

S. Linner, professor of Greek at Upsala; (was the Delegate at Volo, but has returned to Sweden);

K. G. Arno, commercial representative, Delegate at Mytilene; (recently reported transferred to another area).

K. E. Nilsson, Greek archaeologist, Delegate at Chios and Samos; (was killed in the bombing of the "Wiril" on February 7, 1944);

K. G. E. Widlund, Lieutenant in the Swedish Army; (was reported on his way to Greece in September 1944).

Five new delegates were reported to be on their way down from Sweden as of February 1944. Presumably, two will be for Volo and Crete, one for Epirus, and two for the Aegean Islands.

In addition to the above-mentioned members of the delegation, there are four Swedish employees:

E. Danielsson, engineer and flour mill expert, in charge of the milling activities of the Piraeus Office;

Margareta Wetterberg, stenographer in the Swedish Language;

K. V. Eklof, mechanic;

S. Herman, mechanic;

The members of the Swiss delegation are as follows:

M. de Gloutz, Chief of the delegation of the IRCC and now Vice President of the Administrative Commission;

Dr. Frederic von Fischer, physician and former Secretary General of the Red Cross in Switzerland, Chief of the Swiss Mission;

Christian Riffel, civil engineer with previous experience in Greece, Chief of the Division of Supplies for the Provinces;

Eugene Baumann, commercial representative who was born in Athens, Chief of the Bureau of Technical Inspections and Service of Supplies of the Presidential Offices;

Hans Kamm, mechanical technician with previous experience in the Near East, Chief of the Division of Industrial Service;

Jean-Jacques Bickel, engineer and former member of the IRCC at Geneva, with previous experience in Greece, assistant to Kamm;

Walter Elmer, commercial representative with previous experience in Greece, Assistant in the Division of Industrial Services;

Emil Wenger, engineer with previous experience in Greece, Sub-Director of the Division of Industrial Services at Salonika;

Raymond Evequoz, recently appointed, on whom no information is available.

Working with the Commission but not a member, is:

Emil Zeller, milling expert with previous experience in Corfu; he is now in charge of the milling activities of the Division of Industrial Services in Salonika.

In addition to the Swiss personnel listed above, members of the Swiss Mission of the Swiss Red Cross are Drs. von Orelli, Hans Corrodi, Rodolphe Buhler, and Edwin Baer. This Mission, under the leadership of Dr. von Fischer, operates the baby centers, and inspects the children's canteens in Athens, besides being in charge of medical care and distribution of medicines.

Greek personnel. (See Appendix E for the key personnel in each Division.) The Commission receives help in Greece from both paid and volunteer workers and also from a certain number of persons paid in food who are considered as "paid" workers. The classification of workers is shown below, followed by the classifications of the personnel for the soup kitchens and children's canteens, which are under the direction of a Commission of the Greek Government and of various private charitable agencies.

	<u>Paid in cash</u>	<u>Paid in food</u>	<u>Volunteers</u>
Staff in the Capital	1,100	1,100	20
Workers in the warehouses	235	235	
Swiss Mission	161	161	1,000 <sup>a/</sup> <sup>b/</sup>
Personnel in the Provinces: <sup>a/</sup>			
Central Committees (49)	100 †	100 †	316
Local Committees (2911)			8,914
Offices of Delegates (4)	225	225	
Soup kitchens (about 6)	962 <sup>a/</sup>	895	400
Children's canteens (450)	2,898 <sup>a/</sup>		2,199

<sup>a/</sup> These figures do not include the Cyclades, Macedonia, or Thrace.

<sup>b/</sup> It is probable that some of these receive payment in food, but no distinction has been made in the reports.

<sup>a/</sup> These persons are paid by the State or the charitable organization running the installation. The Commission furnishes them with "the food necessary to their duties."

Table 4 gives the scale of wages and salaries paid by the Commission in the months of March and August 1943. The "supplement" for March is an amount beyond the basic salary, which was periodically adjusted to meet the rise in the cost of living. The President of the Commission determines at the beginning of each month how much it will be necessary to add to the basic salary as a supplement to cover the increased living costs. During the month of August, the salary base was reviewed and adjusted to meet the increased cost of living. In the second half of September, it was necessary to add a supplement of 30 percent to this base and at the beginning of October another increase of 20 percent became necessary.

In addition to cash payments, all workers and employees received, as of August 1943, 12 okes per worker per month of Commission foodstuffs. Also effective as of August 1943, was a system of family allowances, payable in cash and food allotments, which benefits only the married men.

The method by which the basic salary was fixed is of interest. A specimen budget was worked out for an average employee (such as a Secretary A), married and with two children, using as a base the peacetime needs of such an employee. The budget was calculated on the basis of current prices and the salary was set at two-thirds of that total figure.

Scale of Salaries Paid by the Commission of Administration in  
Greece, March and August 1943  
(in drachmes)

Employees	Number of employees			March 1943		August 1943
	Athens	Piraeus	Total	Basic salary	Supplement	Basic salary
General Secretary	1	-	1	60,000	80,000	420,000
Organizer of Services	1	-	1	55,000	"	400,000
Directors, General Inspec.	12	2	14	50,000	"	390,000
Chiefs of Service, Asst. Directors	6	5	11	45,000	"	360,000
Chiefs of Section	44	5	49	40,000	"	340,000
Office Managers, Inspectors	66	18	84	35,000	60,000	330,000
Secretaries A )				"	"	310,000
Interpreters )				"	"	"
Accountants )	296	68	364	"	"	"
Controllers				30,000	"	"
Watchers				"	"	"
Secretaries B )						
Asst. Acc'ts. )	71	37	108	25,000	50,000	280,000
Stenographers A )						
Clerks A )						
Convoyers )	143	119	262	20,000	50,000	260,000
Stenographers B )						
Clerks B )						
Stenographers C )	17	3	20	15,000	50,000	240,000
Chauffeurs	41	-	41	20,000	45,000	240,000
Head Watchmen	5	2	7	"	"	"
Watchmen A )						
Night Watchmen )	17	54	71	15,000	45,000	230,000
Watchmen B )	45	8	53	10,000	"	220,000
Charwomen	12	2	14	"	35,000	180,000
<b>Total</b>	<b>777</b>	<b>323</b>	<b>1,100</b> <sup>a/</sup>			

Source: State Department Dispatches from Stockholm; No. 2181, September 14, 1943; and No. 2446, November 13. Item 2. Annex IV.

<sup>a/</sup> In addition, 235 warehouse workmen receive a daily wage of 9,000 drachmes, plus two rations in the soup kitchens, one in kind and the other in cash (2,000 drachmes).

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The Greek employees of the Swiss Mission are paid on approximately the same basis as that of the Commission proper and, under the terms of the collaboration, part of them are paid by the Commission. These paid employees include various stenographers, pharmacists, clerks and warehouse workers, as well as a paid manager (a woman) in each of the baby centers. There is also a woman inspector for each two or three centers.

The volunteers of the Swiss Mission include about 1,000 persons made up of 200 visiting nurses from the Greek Red Cross, and about 800 society women; there are also 42 doctors on the staff who give a portion of their time to this work.

For the Provinces, there are 15 paid employees in the Delegate's office at Tripolis, 20 in the office on Crete, 10 at Volo, and 190 at Salonika. Salaries are about the same as those in Athens. The 100 employees of the Central Committees in the Provinces receive a similar remuneration.

The distributions in the Provinces are carried on entirely by the volunteers comprising the various committees. These distribution committees were originally appointed by the Commission in Athens, and the personnel was more or less standardized. It consisted of the priest, the doctor, the school teacher, the mayor, and like persons of local prominence and good reputation. Since the appointment of the Swedish District Delegates, the number of local committees has been expanded and their personnel is appointed, and may be dismissed, by the District Delegate who follows the method of procedure adopted originally in such appointments.

In the Provinces, exclusive of the Aegean Islands (Chios, Mytilene, and Samos), there are 45 Central Committees composed of 286 members and 2,684 Local Committees with a membership of 8200. In the Aegean Islands, there are four Central Committees with 30 members, and 227 Local Committees with 714 members. These persons, theoretically, receive no payment.

V. OPERATION OF RELIEF

International Mechanism

The Commission of Administration in Greece is an independent body, but it is responsible directly to the Swedish Foreign Office. The President of the Commission, Justice Emil Sandstrom, and the Swedish Charge d'Affaires to Sofia and Athens, Sven Allard, are jointly responsible for the negotiations with the belligerent powers.

The Commission decides upon the commodities needed for relief distribution and submits its requests by telegram or diplomatic pouch to the Foreign Office in Stockholm. These requests are then presented to the United States and British Legations in Stockholm, which in turn notify their respective Governments in Washington and London. Thus, in most instances, the requests reach the two Governments simultaneously.

In London all matters pertaining to Greek relief are handled by the Ministry of Economic Warfare and after the decisions are reached (that the supplies will be allowed to pass through the blockade), the representative of MEW in the British Embassy in Washington is notified by London.

In the meantime, these requests have been submitted telegraphically to the Foreign Economic Administration by the United States Legation in Stockholm. (Originally, the planning and administration of procurement for the shipments were a function of the Near East Division of the State Department, which became the focal point for the operations of the interested agencies. All activities were coordinated by means of informal consultations with representatives of the Board of Economic Warfare, Office of Lend-Lease Administration, Department of Agriculture (Federal Food Administration), and the Swedish Consul General at Montreal. At the end of April 1943, the work was handed over to the special Greek Relief Office in the Office of Foreign Relief and Rehabilitation, and gradually the number of participating agencies was expanded until the Greek Committee reached its present size. When OFRRO was dissolved, the Greek Relief Office continued in FEA as part of the Special Areas Branch of that organization.)

After preliminary discussion among the various Government agencies concerned, a meeting of the Inter-Agency Greek Committee, in which the following Government bodies are represented, is called:

State Department

Division of Near Eastern Affairs  
Eastern Hemisphere Division  
Special War Problems Division

Foreign Economic Administration

Special Areas Branch  
Liberated Areas Branch  
Requirements and Supply Branch

American Red Cross

Department of Agriculture

United Nations Relief and Rehabilitation Administration

British Embassy

Canadian Embassy

An observer from the War Department is also present.

At the meetings of this Committee, held at irregular intervals of two to five weeks, all matters pertaining to Greek relief are discussed. The decisions reached at these meetings are then submitted to the United States Government Agencies by their representatives on the Greek Committee, and by the British Embassy to London for final authorization.

After the requests have been cleared by the two Governments, they are submitted for procurement. All the food products, with the exception of wheat, are purchased through the United States Department of Agriculture which receives from Liberated Areas Branch of the FEA (formerly from Lend-Lease Administration) requisitions issued by the Greek Embassy in Washington and approved by the Lend-Lease authorities. The wheat which up to the beginning of 1944 was contributed exclusively by the Canadian Government, will be increased by 9,000 tons a month in 1944, a gift of the Argentine Government. Only in the case of minor items of food has procurement been made through private agencies, either the Greek War Relief Association in New York or the Greek War Relief Fund in Canada.

Medical supplies are procured by the American Red Cross and the Canadian Red Cross. The ARC receives itemized lists generally calculated on the basis of six months' requirements. These lists have to be approved by the blockade authorities in London and in Washington in the manner indicated above before being submitted for procurement.

Lists of equipment such as automobiles, motorcycles, bicycles, typewriters and accessories of all kinds are, as a rule, submitted to the Greek War Relief Association in New York City, or to the Greek War Relief Fund in Canada, which finance their purchase. Both gasoline and bunkering are purchased through the Canadian Red Cross, but gasoline is paid for by the Greek War Relief Fund in Canada and bunkering by the Greek War Relief Association. The relief goods are carried by the fleet of Swedish vessels sailing under safe conduct between the Canadian port of St. John, N.B., and Greek harbors. As noted above, (see section on "Vessels and Cargoes For Greek Relief") eight ships were originally in regular service on this route. Three more have since been added to the fleet, making 11 in all. In addition, the "Wiril" and more recently, the "Virginia" operate in Greek waters, carrying relief goods from Piraeus to the various islands of the Aegean. Another ship, the "Hallaren", sailing between Venice and Piraeus, carries goods allotted by the Germans under the compensation plan, and distributed by the Relief Commission. All these vessels, with the exception of the "Hallaren", which was chartered by the British, are chartered in the name of the Swedish Red Cross, payment being underwritten by the Greek Government-in-Exile.

The greater part of the expenses are covered by Lend-Lease funds. Lend-Lease allocated about \$7,500,000 for food shipments on the relief ships, for the period October 1942 through December 1943. In addition, for the first six months of 1944, \$8,000,000 worth of foods have been requisitioned. Complete repayment for charter-hire, war risk insurance, and servicing of the fleet of nine Swedish vessels advanced by GWR during 1943 have not yet been made; to date \$2,917,000 of the approximately \$4,000,000 have been paid. For the first six months of 1944, the estimate for the same items allowing for an increase in the fleet to 14 ships, is about \$3,750,000. In addition to the payments by Lend-Lease, contributions are made by the American Red Cross, the Greek War Relief Association, the Greek War Relief Fund in Canada, the Canadian Red Cross, and the Canadian Government.

Shipping arrangements are made through the Swedish Minister in Montreal, Mr. Per Wijkman, and through the Swedish Vice Consul at St. John, who is also the forwarding agent for the Department of Agriculture. Mr. Wijkman is notified from Sweden of the departure of the

vessels from Greek ports and the Swedish Foreign Office submits to him the Commission's request for the cargo of each vessel. These requests are then sent by telephone to the Greek Relief Office in Washington and from there are submitted to the Department of Agriculture for procurement. As a general rule, an interval of about three weeks is allowed for a particular order to be filled and shipped to the Canadian port. Mr. Wikman, through the Vice Consul at St. John, allots the cargo space for the various commodities sent from Canada and the United States.

Summary of Food Allotments, 1943 and 1944

Table 5 presents the monthly food allotments to Greece for 1943 and 1944. For a complete summary of all shipments to Greece from September 1942 through December 1943, see Appendix F.

TABLE 5

Monthly Food Allotments to Greece, 1943 and 1944  
(in long tons)

Products	1943	As of February 1944	Anticipated for rest of 1944
Wheat	15,000	15,000	24,000
Baby food			50
Pulse	2,700	2,700	4,700
Soup powder	300	300	300
Milk	600	600	600
Fish products		1,000	1,000
High protein spaghetti		300	300
Vegetable stew mix		300	300
Sugar		a/	a/
Rice		b/	b/
Total	18,600	20,200	31,250

Source: Greek Relief Office, Special Areas Branch, FEA.

a/ The shipment of 2,000 tons for 1944 has been authorized.

b/ The shipment of 2,000 tons for 1944 has been authorized, about half of which had been shipped as of February 1944.

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#### Shoes and Clothing

To relieve the suffering caused by the reprisal burnings of villages, the Greek Committee authorized the shipment of shoes and clothing for 300,000 children during the early part of 1944. As of March 1944, all the shoes had been shipped and somewhat less than half of the clothing. In addition, the shipment of outfits and shoes for 50,000 adults had been authorized and was being undertaken by the Greek War Relief Association.

#### General Principles of Relief

Number of persons receiving relief. In a report of October 1943, <sup>8</sup>Justice Sandstrom set at 1,236,286 the number of persons receiving relief in the Capital area; of these, 74,872 were babies under two years of age. The number receiving relief foodstuffs in the Provinces is not as easy to determine. It changes from month to month, because of restrictions placed on distribution in certain areas by the occupation powers, and at times, because of insufficient supplies of foodstuffs on hand as a result of delays in shipping. However, Justice Sandstrom states that, on the basis of 18,000 tons of food supplies allotted per month, 1,570,073 persons in the Provinces were originally included in the program of the Commission.

However, no shipments have gone to the Cyclades since November 1942; the Italians refused to permit supplies to be sent to the mountainous regions of Thessaly; Epirus and the Ionian Islands received relief irregularly before March 1943 and none after that date; and the only section of Macedonia which received relief was Salonika and its environs (aside from some supplies of milk to the capitals of the provinces of Macedonia). It is, therefore, estimated that a more nearly accurate figure for the number of persons receiving relief in the Provinces would be 1,300,000, of which about 276,000 are in the Aegean Islands. This figure gives a total of about 2,550,000 persons regularly receiving relief, a number constituting about 35 percent of the total population of the country (estimated at 7,300,000 in 1940), or 38 percent if the 590,000 persons in Bulgarian-occupied Greece are excluded, leaving a total population of 6,710,000. Since the fall of Italy, it has become possible to provision Epirus and the Ionian Islands, and an agreement on the means of transport to the Cyclades has been reached between the belligerents, so that during 1944, Sandstrom's figure of 1,570,000 for the Provinces will probably be achieved. In that event, the number of persons receiving relief through the Commission will be about 2,800,000.

That the relief distributed has been a decisive factor in the struggle of the Greek people for existence is evidenced by the fact

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that in the Capital births increased from 7,227 in the first six months of 1942 to 7,460 in the first six months of 1943, and deaths decreased from 29,890 to 21,781. In the Peloponnese, while there was a decrease in births from 2,604 to 1,616 for this period, deaths also decreased from 5,193 to 2,123.<sup>9/</sup> (See Appendix G.)

Because of its interest as a summation of the situation in Greece at the end of the year 1943, a summary of a report of the Commission, dated November 30, 1943, is quoted below. <sup>10/</sup>

"This year's harvest was mediocre but it was impossible to determine with any certainty to what extent it had been possible to bring in the crops. Supplies of foodstuffs in Athens had been particularly irregular during the past months; during the latter part of October only insignificant quantities had been brought in. This was due principally to difficulties of communication but also to disturbances, partisan activity and the continued inflation. The failure of the measures taken by the authorities to regulate trade and commerce had also played its part. For the same reasons there were also difficulties in many country districts.

"Supplies had increased again at the end of October when restrictions on trade and commerce were abolished. It was not impossible that the situation would improve still further. In support of this opinion Monsieur Allard points out that the German authorities decided during the past few days not to exact the costs of the occupation and that they simultaneously took measures to improve the transport situation.

"The state of health had improved considerably during 1943 according to reports from Dr. von Fischer. Sufficient evidence of this was provided by the available information regarding children and prisoners. Thus the mortality figure for children had fallen from 4-5 to 1 per mille and for prisoners from 1.55 per cent to 2.2 per mille. The effects of undernourishment during the winter of 1941-42 were, however, still being felt and the state of health could not yet be considered normal. As was well known, the number of malaria cases had greatly increased during 1942. Thanks to the shipments of medical supplies it had been possible to prevent a further increase in 1943 and in certain parts of Greece the situation had definitely improved. Tuberculosis, on the other hand, had become very widespread during the present year and great efforts were certainly required in order to fight this disease."

Recipients of relief and individual payments. <sup>11/</sup> The problem of who is to receive the relief foodstuffs without charge is considered for the Capital and the Provinces independently. In the Capital, it has been the general rule that every Greek was entitled to

a regular ration of the food at the disposition of the Commission, either through the medium of the grocers or the soup kitchens, and that everyone paid the nominal charge set by the Commission --sufficient to cover local handling expenses only, with no profit. This charge has naturally increased with the increase of prices on the free market, but has always been nominal in comparison with them (Appendix N). It was the expressed wish of the United States and British Governments that the "needy" receive the food free, but the Commission has not been able to establish a sufficiently equitable basis for determining who were the "needy." In his report of October 12, Justice Sandstrom stated that a committee composed of Greeks particularly well qualified to study this problem had been appointed and was considering the subject, but that no plan had been adopted as yet, the principal difficulty being, under present economic conditions, to distinguish those persons really poor and those well-off. A detailed report on this subject was submitted in a memorandum by Justice Sandstrom dated December 7, 1943, which appears in State Department Dispatch from Stockholm, No. 2627, December 30, 1943. Item 1.

In the Provinces, an attempt is made to distinguish those in actual need of the relief foodstuffs, and in principle all those who receive relief rations pay the handling charge. But there are certain categories for which an exception is made: Political prisoners and persons in concentration camps, as well as refugees from areas devastated by the occupation authorities in punishment for guerrilla activities, receive their rations free. It should be noted here, to obviate misunderstanding, that the State pays for the rations of its common law prisoners.

The selection of those who shall have the right to participate in relief in the Provinces is rather complicated. The principles under which the selection is to be made were drawn up in September 1942 by the Division of Supplies for the Provinces for the guidance of the Delegates in the Provinces to whom the petitions for participation are sent by the Local Distribution Committees. The Delegates examine the requests and make the decisions on the basis of the following rules:

Persons who are well-off are excluded from participation. They are defined thus:

1. Producers of foods of any kind, either farmers or livestock raisers, who are able, either directly or by exchange, to procure the necessities of life for the subsistence of their families, Persons with a stremma (about one-fourth acre) or more of land are usually defined as "producers".

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2. Proprietors of trucks, motorboats and other means of transport.
3. Owners of factories whose industries are in operation; and businessmen, blacksmiths (who make or repair agricultural implements), and cordwainers, if they are in a position to buy, or make an exchange for, the necessities of life.
4. All those whose occupations or professions are adapted to present conditions.
5. Persons who are unquestionably well-off.

In addition to those named above, in July 1943, all road workers under Italian control were excluded from participation, inasmuch as it was decided that the military authorities would take care of them in any event.

On the other hand, those having the right to participate are the following:

1. Invalids and victims of war, from that of 1912 to the present day, except those persons unquestionably well-off, or those who are producers.
2. Old people, widows, and orphans entirely without means.
3. Refugees of Eastern Macedonia and Thrace who have real need of help.
4. People who are absolutely without means and workers who have been laid off permanently or temporarily, who have no funds, and who are not able to secure a livelihood because of their inability to find work.
5. Public officials and functionaries, active or in retirement, and employees of private industry, as well as employees of recognized associations and banks, if they live exclusively on their salaries or pensions, and if they do not come under any of the categories of persons mentioned above as being well-off.

When the Delegate has determined, on the basis of these rules, who is to be allowed to participate in the relief distributions, he sends the list back to the Local Committee which posts it so that those who have been excluded from participation may be aware of that fact and may request further consideration if they so desire.

Distribution is sometimes direct (only on a special order of the Commission, however,) to the persons inscribed on the lists. More often,

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it is the form of an allocation of foodstuffs to the soup kitchens, children's canteens, charitable organizations, prisons, or other organizations, whose allotment of foodstuffs depends on the number of persons to be fed and the ration given to each. Only those persons whose funds are unquestionably very low, as well as public officials, on active or retired status, and employees of associations and recognized banks who live entirely on their salaries or pensions, are admitted to the soup kitchens and children's canteens. Persons not admitted to the public kitchens, but who nevertheless have the right to participate in the distribution of relief, receive, in principle, a ration of 40 drammas of foodstuffs a day. In charitable organizations and prisons, each person receives two rations a day.

#### Supplementary Rations

In the beginning, the Commission distributed equal rations of bread to everybody in the Capital area, supplementary rations being issued only to workers in concerns of a public utility character.<sup>12/</sup> In January 1943, MEW suggested that supplementary rations might be issued to workers in concerns whose products were of primary necessity to the civilian population and also to workers in those industries 75 percent of whose output was intended for civilian use. In addition, the Allies requested that the Commission inquire into further relief for the various destitute elements of the population. In March 1943, distribution of supplementary rations was extended to include the various categories listed in Table 6, which is taken from a report drawn up for the information of the Allies.<sup>13/</sup>

The problem of refugees has always been an acute one. There are many from the great migration of 1922, and it was believed that some of them were making a good deal of money on the black market. The refugees of the present war can be determined only with difficulty, as they are not registered anywhere. Large movements of the population from one section to another have taken place, and the problem of feeding such groups of people has always required much attention on the part of the Commission.

It was felt that the local Government should assume the responsibility for helping the unemployed, pensioners and persons of small income, especially in urban areas, as it is difficult to determine just which persons are poor and in need of help, the situation differing from that of the Provinces where the distinction may be made on the basis of a man's status as a producer or a non-producer. Soup kitchens were operated for the very poor and the Commission provided the food for them, as well as for certain charitable organizations. However, as the supplies were limited, it was found necessary to restrict the distribution of supplementary rations to certain categories, such as those listed above, which had particular need of the extra nourishment.

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TABLE 6  
 Categories Receiving Supplementary Bread and Food Rations  
 in Greece (Not Including Salonika) as of March 1943  
 (1 oke = 400 drammas = 2.8 pounds)

Category	Number of persons eligible
Bread Rations (40 drammas per day)	
Invalids and persons with tuberculosis	16,000
Workers in electrical plants	2,700
Workers in Greek concerns and public utilities	47,000
Greek police (the gendarmerie were fed by the occupation powers)	5,700
Hospital patients and staff	17,000
Railway workers	4,900
Mine workers	5,800
Road workers	34,000
<b>Total</b>	<b>133,100</b>

Category	Number of persons eligible	Monthly ration per person (okes)
Food Rations		
Invalids and certain war victims (adults)	10,300	1.2
Invalids and certain war victims (children)	12,700	2.0
Hospitals	8,000	4.0
Incurables, blind, etc.	1,000	2.0
State Sanatoria	3,400	2.0
Beggars' Home (Athens)	300	2.025
Beggars' Home (Piraeus)	500	2.025
Needy students	3,100	2.025
Orphanages	2,700	2.025
Evening schools, etc.	6,200	2.025
Children's canteens	77,900	2.025
School canteens	41,000	2.025
<b>Total</b>	<b>167,100</b>	

Source: State Department Dispatch From Stockholm, No. 1734.  
 May 8, 1943. - Items 12 and 13.

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In the spring of 1943, the Allies brought up the question of the supplementary rations to road workers.<sup>14</sup> The Commission, using as a base the general principles laid down in January, had limited the issue of supplementary rations to those road workers on highways of pronounced civilian character, or those on which the Commission would receive preferential treatment in the matter of transportation of its own shipments.<sup>15</sup> However, it was suggested by the Allied Governments that roads were subject to military priority and that, therefore, the occupation powers should provide the supplementary rations for the workers on all roads.<sup>16</sup> In response, Allard pointed out that the military authorities had always been helpful in the matter of facilitating the transport of the Commission vehicles, and the "priority" of transport was primarily a question of the availability of lorries and petrol. Furthermore, the roads in Greece had been considerably improved under the Axis occupation, and it was of interest to the civilian population that they should be in good repair. Moreover, only the road workers in the Peloponnese, Attika, and adjoining areas where the Commission made shipments by road had ever received supplementary rations; none of the population of German-occupied Macedonia, for instance, had received extra food.

By the summer of 1943, however, the situation had changed and the use of the roads for military purposes had increased to such an extent that it was primarily to the interest of the occupation powers to keep them in repair; therefore, it was believed that they would necessarily undertake the issuance of supplementary rations from their own supplies. At this time, another strong reason for the discontinuance of extra rations to road workers was that the Commission was making an inquiry into the method of increasing the help to the poorest sections of the population whose situation was becoming more and more untenable as a result of the economic inflation. Such an increase was possible with the supplies available only if the supplementary rations in some other category were reduced. The elimination of rations to the road workers would materially help this project.<sup>17</sup>

In an Aide-Memoire to the Swedish Government of the 15th of September, it was reported that the extra rations to road workers had been stopped entirely; and that further modifications of the supplementary ration list were under way. It was intended that workers on the Italian-controlled Peloponnese and Thessalian railway lines should receive extra rations only as long as transportation was provided for the Commission's shipments. This was a lever to ensure that such facilities would be readily available to the Commission. The extra rations would be stopped immediately if such shipments were set aside in favor of the military. Further, supplementary rations for the workers in one or two lignite mines had been stopped as it was found that less than 75 percent of their deliveries were to concerns of public utility character.<sup>18</sup>

In a further report of the 1st of October, the Commission announced that the supplementary ration lists had been completely reorganized and the Commission had instituted investigations into the character of certain industries included on the list. It was anticipated that the reorganization would result in a reduction of between 4,000 and 6,000 rations (see Appendix H).<sup>19</sup>

The list of supplementary bread rations as it stood at the end of August is shown in Table 7:<sup>20</sup>

TABLE 7

Categories Receiving Supplementary Bread Rations in Greece (Not Including Salonika) as of August 1943 (40 drammas per day)

Category	Number of persons eligible
Workers in industry	22,800
Public utilities, Athens-Piraeus	1,900
Hospitals	10,150
Clinics and first aid posts	400
Children's homes and asylums	1,500
Police (the gendarmerie receive their rations from Italians)	6,000
Invalids and consumptives	7,500
Various organizations for the care of the wounded	2,800
Total	53,050

Sources: State Department Dispatch From Stockholm, No.2232. October 9, 1943. Item 3.

Extra food rations are now being issued with regular rations to special categories of persons. These are considered in Part Two, "The Capital Area" (also see Appendix K).

In addition to those elements of the population receiving extra rations regularly, it had been the intention of the Commission to allow special distribution through the grocers for children not being served in the canteens. Supplies for this purpose had been available only three times during the year: in May when three-fourths of an oke of groats had been distributed; in July, when one packet of soup powder was issued; and in August when the "Hallaren" brought in a small supply of jam which was made available to 259,269 children through the grocers in rations of 60 drammas at 900 drachmes the portion.<sup>21</sup> (see Appendix F).

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The subject of prisons and concentration camps is naturally a delicate one in an occupied country. The first information on this subject was contained in a report of April 1943 from M. Jean d'Amman, the delegate of the International Red Cross<sup>22</sup>. He gave as 12,119 the number of internees to whom the relief personnel might have access. These persons were held in 44 camps of which 10 were in the Capital area and 34 in the Provinces. Not included in these figures were prisoners held in the islands and in Macedonia, about whom no information was available. In October 1942, there were, 383 political prisoners from the Metaxist regime in the Cyclades and the Sporades whom the IRCC wished, but were not permitted, to help.

The occupants of the 44 prisons and camps noted above received, according to the report of April 1943, a double ration of food a day. The food was distributed by women of the Greek Red Cross and by Sister Helene of the "Divine Providence" to the kitchens of the prisons and camps. The women were permitted to circulate among the prisoners and to verify from them that they were obtaining the food.

A more recent report on this subject contained the following information concerning the number of civilian internees in prisons and concentration camps and the daily ration distributed to them by the Commission:<sup>23</sup>

Civilian Internees

Urban Areas

Athens-Piraeus	3,854
Thebes	161
Corinth	2,500
Patras	11
Salonika	680
Total	<u>7,206</u>

Concentration camp	600
Sent to Kalamata	<u>2,000</u>

Total 9,806

Daily Ration Distributed by the Commission to Civilian Internees

Capital Area

Athens-Piraeus	4,156 persons
40 drammia of pulse	
30 " " grits	
35 " " alimentary pastes	
60 " " bread	

Provincial Urban Areas

Provincial prisons (22)	3,100 persons
Concentration camps (2)	
(Larissa and Corinth)	<u>2,550</u> "
Total	5,650 "

40 drammia of flour in bread and two rations of soup consisting of 40 drammia pulse, 25 drammia grits and 20 drammia alimentary pastes

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The State pays the Commission for these supplies, and in addition it provides 20 drammas of pulse, onions, salt, oil, and tomatoes when they are available. The figures above have reference only to those prisons to which representatives of the Commission have access for purposes of food distribution; there are undoubtedly others in the country as a whole about which no information is available.

A plan is now being considered for extending the supplementary rations to all Greek soldiers who have heretofore been receiving food parcels from the Red Cross.<sup>24/</sup> According to latest information, the numbers are as follows:<sup>25/</sup>

<u>In Hospitals</u>		<u>Cared for at Home</u>	
Athens and environs (466 tubercular)	2,412	Provinces	3,044
Salonika - Municipal Hospital	<u>20</u>	Piræus	556
		Athens and environs	3,834
		Salonika	<u>1,427</u>
Total	2,432		8,861

Of the total cared for at home, 1,085 are tubercular.

Supplementary Rations in Salonika<sup>26/</sup>

The matter of supplementary rations in the Salonika area receives special consideration because, prior to August 1943, it had been left to the Delegate to interpret the general instructions of the Commission to the effect that workers in public utilities should receive them. Mr. Allard points out, in a note added to the report of August 1943 from the Delegate to Salonika, that the latter had interpreted the term "public utility" in too broad a sense. The Delegate in Salonika had included all the workers and employees in State, Church, and educational institutions in the category "public utility." In all, for the month of August he was distributing 35,546 supplementary rations of 40 drammas per person in a total population of some 300,000 persons; that is, more than 10 percent of the population was receiving extra rations, whereas in Athens, the percentage is only about 4.4. In addition, in Salonika, mill workers, of whom there were 575, were scheduled to receive 180 drammas extra rations, and the workers in the bakeries (714), 340. Steps have been taken to correct this situation, and supplementary rations are now distributed in Salonika on the same basis as in Athens. Presumably, the entire list given above has been considerably cut down and revised.

When the Commission took over the distribution of bread in February 1943, the Delegate refused to give a supplementary ration to employees in public utilities, asserting that his instructions covered

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only the workers. The Greek authorities claimed that this would create much dissatisfaction as the employees had received the supplementary ration for such a long time (since the institution of the bread card system in June 1941), and as, furthermore, the employees were in the same plight as the workers since their salaries were insufficient to cover their needs. (Apparently the physical labor involved in the different types of work was not a determining factor). But the Delegate did not consider himself empowered to include the employees of the institutions in question and refused to grant them supplementary rations. Thereupon, the occupation authorities took it upon themselves to furnish the supplementary ration, using some of the Banat wheat which was furnished in exchange on the compensation scheme. This plan was kept in operation until July 15, when the Germans had to stop giving supplementary rations to the employees of the public utility enterprises, and to their own workers as well, because of a shortage of wheat. This caused much dissatisfaction among the employees, and the Government again requested the Commission to take over this extra distribution.

At the time the representative of the Commission from Athens had visited Salonika in June he had given his consent, in case the Germans stopped furnishing the supplementary rations to the employees, to the Delegate's continuing them until such time as a general ruling came down from Athens. With this provisional authority, the Delegate announced that, beginning with August 1, the Commission would furnish the supplementary rations to the public utility employees.

However, as noted above, the whole list has since been revised and the term "public utility" considerably restricted in its interpretation since the Delegate made his commitment.

#### The Food Compensation Plan

The original terms under which the Allied Governments agreed to provide relief foodstuffs for Greece contained the following conditions:

"Foodstuffs originating in Greece are to be reserved solely for persons normally resident in Greece in peacetime except insofar as any foodstuffs consumed in Greece by the Armed Forces or officials of the occupation powers are replaced by equivalent imports of foodstuffs into Greece for the Greek population and except insofar as the Commission may approve the export of any genuine surplus of olive oil, dried or fresh fruits in exchange for foodstuffs of other kinds."

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After the arrival of the neutral Commission in Greece, negotiations were immediately begun with the German occupation authorities to reach an agreement on the compensation for foodstuffs requisitioned or exported by the occupying forces. By the end of October, the negotiators had reached a preliminary agreement which may be summarized briefly as follows:

1. Exports had been stopped and would not be resumed except after consultation with Allard.
2. Allard, or members of the Commission acting on his behalf, would have access to the customs statistics and to the clearing figures kept by the Bank of Greece.
3. Allard would be informed of the orders issued by Army Commissariats under which requisitioning was authorized.
4. Isolated military units, chiefly Italian, were provided with monthly allowances of cash with which to buy, locally, supplements to their normal rations. To enable him to control this operation, Allard would be furnished by occupation authorities with details of sums of money so allotted and of prices at which goods were purchased.
5. A provisional scheme had been drawn up to cover the year September 1942 to September 1943 showing projected imports and exports of food, not including that mentioned in 4 above. "Exports" included consumption by troops. The amount earmarked for consumption of troops was given in calories but was estimated to be as follows: Olive oil, 4,200 tons; dried fruits, 600 to 700 tons; potatoes, 1,000 tons; meat, 400 tons; milk, 800 tons; and cheese, 100 tons.

These terms were not regarded very favorably by the Allies, but as they had been secured with so much difficulty, they were accepted on the following two conditions:

1. Consumption of the troops should be restricted to olive oil, dried fruits, and like foods of which a reasonable surplus might be assumed to exist.
2. Allard and the Commission should have direct control at the source over the oil and dried fruits so that they might be able to dole out the Axis share of these products instead of having to find out how much the Axis had taken.

Through the interested and active cooperation of the economic stabilizers Neubacher and D'Agostino, who had been sent to Greece on

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behalf of the occupation powers to attempt to bring economic order out of what threatened to be chaos, an agreement was reached. Allard's opinion of the reasons why the Axis wished to reach a satisfactory settlement of the economic situation in cooperation with the Commission is as follows:

1. They wanted to stop inflation by means of the import of foodstuffs. The Germans seemed particularly anxious to import more than they took out, and the Italians were anxious to avoid a repetition of the famine but did not know how to go about it.
2. The prestige of both the Axis agents was apparently bound up with their success in Greece.
3. The Axis was interested in bringing order to Greece because otherwise it would be a weak spot in Fortress Europe. Their negligence of 1941-42 was due more to a reluctance or incapacity to do anything about the situation than to an active desire to see the Greeks starve.

It is interesting to note that the Italians did not hesitate to give written confirmation of the terms of the agreement, but the Germans requested Allard not to ask it of them. However, Allard notes that the Germans gave less trouble than the Italians in fulfilling the terms of the agreement.

#### The German Compensation Plan

The Germans were anxious to obtain the help of Allard and the Commission in arranging for the barter of foodstuffs for olive oil on Mytilene and Crete, and they wanted the use of a ship to transport compensating foodstuffs from Trieste to Piraeus. The Swedish ship "Hallaren", chartered to replace the Turkish ship "Kurtulus" and later used to carry wheat from Haifa (see section on "Other Plans for Greek Relief"), was suggested for this purpose. The Allies regarded the securing of German foods for Greece as out-weighing any possible easing of the German shipping situation; so, since the Germans agreed that the compensating foodstuffs should be distributed as relief by the Commission, the Allies agreed to the use of the "Hallaren" on the following terms, as presented by MEW:28/

- a. The foodstuffs she carries are to be handed over on arrival to the neutral control Commission for free disposal by them as relief (i.e., under the same conditions as govern the imports from Canada and without reference to the wishes or interests of the occupying powers).
- b. The goods offered are either without counterpart or are as compensation for foodstuffs of Greek origin allotted for

consumption by the Axis forces in Greece or for export within the terms governing the relief scheme. In the latter event, however, it must be clearly established that:

- (1) the amount of Greek olive oil, dried fruits and green vegetables which may be allotted for either of these purposes at any time remains subject throughout to the consent and control of Mr. Allard and is to depend on the reasonable requirements of the Greek civilian population in respect of these commodities having first been satisfied;
  - (2) consumption by Axis forces in Greece of Greek foodstuffs other than those named above is to be restricted under similar control to the kinds and qualities understood to have been already specifically laid down in the plan described in the communications received from the Ministry for Foreign Affairs dated December 17th, 1942. (See paragraph 5 above).
- c. Any vessel eventually authorized to carry these cargoes from Trieste to the Piraeus must be accompanied by a Swedish Control Officer. It may visit no intermediate port either on the outward or the return voyage. It may carry no mails and no other cargo from Trieste than the relief foodstuffs offered and no cargo whatever on the voyage from the Piraeus to Trieste. Nor may it carry any persons in either direction other than the Swedish Control Officer and the Captain and the ordinary Swedish personnel of the vessel.
  - d. The Axis authorities should state the route to be followed between the Piraeus and Trieste for the concurrence of His Majesty's Government.
  - e. The Swedish Control Officer must accompany the vessel both ways.
  - f. The vessel chosen must be marked and illuminated in the same way it has been on its previous voyages in the service of Greek Relief.
  - g. Seven days' notice of sailing must be given on all occasions.

- h. Any vessel or vessels chosen for these voyages should, in order to minimize the operational embarrassment to our forces, sail via the Corinth Canal. This would also reduce the period of the voyage to a minimum.

It was further pointed out that the British could no longer continue to bear any financial responsibility for the vessel.

The Germans replied to these terms as follows:<sup>29/</sup>

- a. Agreed. (It should be noted in this connection that only the compensation foods brought on the "Hallaren" are distributed by the relief Commission.)
- b. Agreed in principle. (The Germans, however, were careful not to bind themselves to the exact original estimates of what they would consume outside of olive oil, dried fruits and fresh vegetables, as laid down in paragraph 5 of the original compensation terms. They did agree to compensate in calory value and to place at the disposal of the Commission statistics on exports and imports for checking purposes.)
- c. Agreed.
- d. Routing instructions stated.
- e. Agreed.
- f. Agreed.
- g. Agreed.
- h. It is out of the question for the "Hallaren" to pass through the Corinth Canal.

After an adjustment in the routing instructions, the Allies finally agreed that the "Hallaren" would not pass through the Corinth Canal. A formal agreement was reached on March 13, 1943.<sup>30/</sup>

Thereafter, the "Hallaren", carrying compensation foodstuffs, plied between Trieste and the Piraeus once a month until July 1943, when the port of call was changed from Trieste to Venice. Compensating foodstuffs brought in on the "Hallaren" (and only those brought in on the "Hallaren")<sup>31/</sup> were distributed according to the agreement.

Records of compensating foodstuffs. The Germans had agreed that a review of the figures of imports and exports could be made periodically by representatives of the Commission. A report for the first six months of the operation was submitted, at the beginning of March 1943, another report (incompletely checked) for the three months from March 1 to June 1, 1943, was compiled, and a final report (completely checked and covering the whole year from September 1, 1942 to September 1, 1943) was submitted by the Commission for the information of the Allied Governments. Table 8 presents the first and last of these reports in consolidated form. Attention is called in the table footnotes to certain discrepancies in the figures.

It should be noted that fish (an addition to the original German estimates of troop consumption) appears on the list. Cheese, which was on the original estimate, was later eliminated. No mention was made of the control of fish consumption in the original compensation agreement, and Allard did not protest to the Germans, as they provided the gasoline essential for the fishing; furthermore, in Salonika they voluntarily placed part of the catch at the disposal of the civilian population at a comparatively low price. Fish has been placed on the debit side of the compensation, however.<sup>22/</sup>

Checking and control of consumption and exports<sup>23/</sup> The work of verification of exports and imports is repeated periodically. The starting point is a survey, provided by the German authorities, of foodstuffs imported into Greece from Germany and of articles consumed by the troops. Imports and exports of foodstuffs are verified by comparing the German figures with statistics assembled from original documents in the Greek Ministries of Food and Finance. These Ministries also provide details on the quantities of food received by the Greek authorities for distribution among the various classes of the population. Further detailed information is obtained from the Greek Office of Food Supply (EGA), which, as a subordinate to the Ministry of Food, manages the distribution of food imported into Greece, and from the importing firm, Ella Turk, which handles a large part of German-Greek trade. In addition, information is received concerning ships entering Greek harbors and the disposition of their cargoes. Enquiries are addressed also to the clearing department of the National Bank of Greece, but, as the clearing account between Greece and Germany merely sets forth financial items without specifying the types of goods to which they refer, no information of major importance has been obtained from that source.

The consumption of the Greek raisin crop is checked by keeping in touch with the Organisme Autonome du Raisin Sec. (ASO) and the Union des Exportateurs des Sultanines, Greek associations considered by the

Commission to be reliable and quite efficient.

The information concerning the Greek workers in German projects all has to be checked in Salonika, the only place at which such information exists. For military reasons the Germans do not give the Commission the exact number of such workers, but they have said that under the supply plan which operates in the German army, of which the Commission receives a copy, native workers employed by the Germans are divided into three categories which receive different rations of the foodstuffs specified according to the type of work in which they are engaged. By checking at various places, the Commission has been able to procure fairly reliable approximate figures regarding the number of workers employed in the various supply categories at various periods. Estimates are made on the basis of this information correspond closely with the German figures on the quantity and calory value of supplies to workers; any adjustments, such as arise from confusion with civilian supplies, for instance, were made by the Commission before submitting the final figures as given in Table 8. (Allard stated that requisitioning of food for Greek workers for the Axis had not been considered as requisitioning for the German troops, and there was nothing in the original agreement to support a demand that it should be.)

The Delegate at Salonika has supplied the following information regarding the checking which has to be done there:<sup>24</sup>

Every trimester, the German occupation authorities send to the Delegate of the Commission a detailed account of foods bought or taken out of the country and foods imported for the feeding of the troops of occupation. In this account they note the various products reserved for the troops and those yielded to the needy population.

Information is also requested of the Greek Office of Food Supply and of the importing company Ella Turk in order to check the quantities. These items of information are checked and sent on to the Commission in Athens.

The supplying of the Bulgarian troops in Eastern and Central Macedonia is not a part of this scheme, as they must be fed from Bulgaria. In case lack of transport prevents this at one time or another, they must obtain special permission from the Germans to get food in Greece. These rare exceptions are included in the German plan of compensation. Milk and eggs may not be taken by military forces except for the military hospitals, and hay and straw can be taken by the Bulgars only after an understanding with the German authorities.

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The figures for German troop consumption have been verified by the Commission through an examination of the original vouchers for food purchases in the archives of the German commissariat. In addition, German-controlled slaughter houses, margarine factories, and fish-curing factories have been visited and the books examined. There has been no suggestion that these documents had been corrected in advance to evade the Commission's control. Visits to slaughter houses and refrigerating depots have shown that by far the greater part of the meat stored had either been imported directly to Greece in refrigerator wagons or came from livestock brought into Greece from Roumania.<sup>25/</sup>

The Allies suggested that the precautions described above were insufficient, and that more effort should be made by the Commission to control requisitioning at the source. Something of this sort is being done, of course, in regard to milk production and consumption in Athens and Salonika (see sections in Part Two on "The Capital Area" and "Salonika") and, through the olive oil barter agreement, in regard to olive oil in Mytilene and, more recently, in Crete and the Peloponnese (see section on "The Barter Agreement"). However, Allard pointed out that meticulous checking at the source would in general, require a constantly moving patrol and that the Commission does not have a personnel large enough to accomplish it. Because of inadequate personnel, it would also be difficult to make reports more frequently than once every three months. Weekly statistics regarding troop consumption might be obtained from the German authorities in Salonika, but they could not be checked before dispatching every week by the Commission. Although price statistics on food are obtainable every month in Athens and Salonika, frequent information of this nature is unobtainable for the provinces.<sup>26/</sup>

#### The Italian Compensation Plan<sup>27/</sup>

In considering this subject it should be borne in mind that the Italians refused categorically to sign any agreement such as that signed by the Germans for the use of the "Hallaren", and they refused to limit their requisitions of food to advance estimates. The Italian authorities did not finally agree to sign the "Hallaren" agreement until August 17, 1943, too late to be effective.<sup>28/</sup>

One report on Italian food compensation for the period September 1, 1942 to June 1, 1943 has been compiled, and the estimated total calories for the period June 1, 1943 to August 31, 1943, have been added. Table 8 includes the Commission's amendment to the Italian figures. The principal amendment has been a matter of transferring seed grain from the category of Civilian Population to that of the Maintenance of Workers.



The system of checking was similar to that employed in the German Plan. The importing company which operated with the Italians, corresponding to Ella Turk for the Germans, was Societe Anonyme Commerciale Italo-Grecque (SACIG). There appeared to be remarkably close coordination between the figures provided by the Italians and those checked by the Commission. In the case of Troop Consumption, the Italian figures were higher (on the debit side) than were those of the Commission, because the Italian figures represented purchasing licenses and the Commission checked actual requisitioning orders which were not always as high as the licenses. It should be noted that no fresh fruit and fresh vegetables were included in Troop Consumption as those items were not included in the Italian Soldier's diet; requisitions were of meat, fish, raisins, oil, olives and fresh milk. The Italian soldiers were given a small sum of money with which to supplement their diet, but the Commission points out that they did not buy much, but rather, bartered some of their own rations for local produce; in addition, they sold considerable quantities of food from military stocks to the local population.

Figures for Samos, where the delegate could get no cooperation from the local Italian military authorities are not included. Protests were made to headquarters on the lack of cooperation, but nothing had been done to correct it prior to the fall of Italy.

It will be noted that in Table 9 the calory value of the food destroyed or confiscated by the Italians in reprisal burnings of Greek villages for the period September 1, 1942 to June 1, 1943, has been estimated at 29,782,400,000. The destruction of food stocks had been protested by the Commission and the Italian authorities had promised to see that this was not done in the future. However, there was no way of being sure that this promise was kept.

After the capitulation, the Italians in Greece destroyed all their archives, including all documents relating to troop consumption. Therefore, for the quarter June 1, 1943 to September 1, 1943, it was necessary for the Commission to make an estimate based on the consumption of the previous quarter. As the Italians had made no food imports for the civilian population from June to August 1943, Allard pointed out to the German Minister in Greece, Herr Altenburg, that the Germans would have to make good the compensation for the Italian troop consumption (estimated) during this period; this the German Minister agreed that they would do, and it will be noted that the Italian deficit has been deducted on the German Balance Sheet (Table 8).

The Barter Agreement

The barter agreement had its beginnings in the food compensation plan which in turn grew out of one of the original conditions on which relief was sent to Greece by the Allies. This condition

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TABLE 9  
Balance Sheet of Italian Compensating Food Imports to Greece  
September 1, 1942 to August 31, 1943

	Debit		Total calories (thousand)	Credit			Total calories (thousand)
	Calories per kilogram	Consumption by troops (metric tons)		Export to Hodeguese (metric tons)	Imports through military for maintenance of workers, police, Gendarmerie (metric tons)	Imports through Red Cross (metric tons)	
Flour	3,650			192.7		17.2	644,301.1
Bread	2,350			3,004.9			7,051,522.0
Meat	1,600			435.8			697,273.6
Rice				700.2		205.0	3,344,084.78/
Macaroni ()	3,300			291.2			122,922.5
Dried vegetables	2,500			48.7	15	1.0	120,927.0
Onions	3,000			66.6			274,927.0
Sugar	4,100			44.3			14,515.6
Sugar substitute	328			60.9			57,818.9
Preserves	950						4,070.0
Jam	2,200						1,120,390.0
Oil	10,000	283	243.6	112.0		1.9	4,411,612.0
Courgettes	2,900			152.3			13,251,700.0
Condensed milk	2,900				5		23,798,355.0
Seeds	2,900						1,752,180.0
Seed cereals	3,200						53,411,447.9
Wheat	3,200						
Milks	3,480						
<b>Total</b>			<b>5,286,470.0</b>				
Total calories of troop consumption in addition to olive oil (9/1/42-6/1/43)			22,380,099.0				3,428.5
Total calories of troop consumption, estimated (6/1/42-9/1/43)			9,300,000.0				6,799.58/
Estimated calories destroyed or confiscated in devastated villages			29,782,400.0				503.5
			<b>66,728,969.0</b>				
Debit balance to be charged to the German account							<b>13,317,521.18/</b>
							<b>66,728,969.0</b>

Sources: State Department Dispatches from Stockholm: No. 2346, October 23, 1943, Item 8, No. 2877, February 19, 1943, Item 10.

a/ There is an arithmetical error of 304,000,000 calories in Allard's table (Stockholm Dispatch No. 2346); therefore the debit balance in this table is that much less than his.

b/ This includes 4,431.53 tons credited to the Italian account from German imports of Banat wheat; 2,368 tons were imported to Crete and bartered for olive oil.

c/ In the report for the period September 1, 1942 to June 1, 1943, Allard charges the round figure of 30 billion calories to the Italians for devastated villages. No explanation is offered for the amended figure in the latest report (Stockholm Dispatch No. 2877.)

(quoted in earlier sections) was: <sup>40/</sup>

"Foodstuffs originating in Greece are to be reserved solely for persons normally resident in Greece in peacetime except insofar as any foodstuffs consumed in Greece by the Armed Forces or officials of the occupation powers are replaced by equivalent foodstuffs imported into Greece for the Greek population and except insofar as the Commission may approve the export of any genuine surplus of olive oil or dried or fresh fruits in exchange for foodstuffs of other kinds."

The particular foods for which exchange or barter were permitted were selected, obviously, because they constituted those supplies of which Greece might reasonably be presumed to have a surplus. At the end of October 1942 (the Commission had arrived at the beginning of September 1942), the Swedish representatives had reached a provisional agreement with the German authorities. The terms of this agreement, apparently achieved with a considerable expenditure of diplomacy and persistence have been covered in another connection (see "The Food Compensation Plan"); suffice it to say that, though the terms were not considered entirely satisfactory, the Allies did not repudiate them but contented themselves with making two reservations. These two reservations, which are the core of the barter agreement and one of the reasons for its existence, were:

1. Consumption of troops should be restricted to olive oil, dried fruits and such foods, of which a reasonable surplus might be supposed to exist.
2. Allard and the Commission should have direct control at the source over the oil and dried fruits so they might be able to dole out to the Axis its share of these supplies instead of being under the necessity of trying to discover how much had been appropriated by the Axis.

Further restrictions in regard to the types of foods permitted for troop consumption were made by the Allies in answer to the German request to use the "Hallaren" for the shipment of compensation foods from Trieste to the Piraeus. As the Germans had conceded that the Commission should distribute the compensation foodstuffs as relief supplies, the Allies in return consented to the use of the "Hallaren" for the purpose proposed by the Germans, but on the condition that the Germans should confine themselves to requisitions of olive oil, dried fruit, and fresh vegetables only.<sup>41/</sup> (This condition was apparently later modified to some extent.)

The agreement on the use of the "Hallaren" and the necessary safe conduct was concluded at the end of March 1943, and the Barter

Agreement, which had to await the conclusion of the "Hallaren" Agreement, was finally concluded in Sofia on April 16, 1943, at a meeting between Allard and German authorities.

At the beginning of the negotiations, the barter arrangement was desired by the Germans because they could not get the oil they wanted from the peasants, who hid it and smuggled it out to be sold on the black market. Allard reports in a memorandum of November 20, 1942, that the producers refused to deliver oil except in exchange for foodstuffs; he mentions grain and sugar in particular in this connection. The Germans had placed an embargo on the export of oil in Mytilene outside of official channels but, of course, could not stop entirely smuggling to the black market on the Mainland. They had set up a barter arrangement of their own which provided for the exchange of two oke of oil for one oke of grain plus the official price of oil; <sup>42</sup> however, their grain was running short, and they were anxious to conclude some sort of an arrangement with the Commission. This, however, was late in the year 1942. <sup>43</sup> By the time the agreement was actually concluded, circumstances had changed.

In a memorandum of February 8, 1943, appear certain directives agreed upon by the Allies as a basis for an agreement on the barter of olive oil. <sup>44</sup> No copy of the concluded agreement is available; the following notes have been reconstructed from the text of the reports.

1942-43 Barter Agreement

Allied Directives

Concluded Agreement

- |  |   |
|--|---|
| <ol style="list-style-type: none"><li>1. Final agreement to cover division of the oil obtained between the Commission (for relief distribution) and the occupying powers (for export or consumption by troops).</li><li>2. No olive oil produced anywhere in Greece is to be acquired or used by the occupying powers except under this agreement.</li></ol> | <ol style="list-style-type: none"><li>1. Stet. (Because the arrangement was limited to the Island of Mytilene, the occupying power was Germany.)</li><li>2. The agreement was confined to the Island of Mytilene. (In the Peloponnese the Greek Puppet Government was collecting the oil, and in Crete the Italians had a barter arrangement using wheat from Italy.)</li></ol> |
|--|---|

1942-43 Barter Agreement (Continued)

Allied Directives

Concluded Agreement

- |   |   |
|---|---|
| <p>3. Limit of the collection of oil under the agreement to be 15,000 tons and any surplus to be covered by a separate agreement.</p> <p>4. First 6,500 tons to be allotted to Commission and balance to be divided equally between the two parties to the arrangement.</p> <p>5. Occupying powers are to import compensating food-stuffs for the oil used or exported by them. These are to be placed at disposal of the Commission for relief distribution or for further exchange with producers of oil.</p> <p>6. Collection, storage, and allocation of oil to be controlled jointly by Commission representative and representative of the Axis; Commission representative to insure fulfillment of terms of the agreement.</p> <p>7. All transport and storage in collection areas to be provided by Axis free of charge, together with any technical assistance needed.</p> <p>8. Oil for the Axis will not be transported on relief ships.</p> | <p>3. "Limit" did not arise, as such a comparatively small quantity was collected.</p> <p>4. Proceeds to be divided equally between the parties.<sup>45/</sup> (Actually, by special agreement with Neubacher, the Commission got all the oil collected between May 1 and the date on which the "Wiril" sailed).<sup>46/</sup></p> <p>5. Stet. The compensatory imports were used for relief distribution only.</p> <p>6. Stet. In addition the Germans agreed to enforce such measures for control as the Commission might think necessary.<sup>47/</sup></p> <p>7. The German-controlled Greek company, Elaion, makes no charge for storage, but for administrative expenses only. Other expenses born jointly. (In September, these expenses were estimated at about 100 drachmas the cke.)<sup>48/</sup> Elaion used as barter agent.</p> <p>8. Stet.</p> |
|---|---|

1942-43 Barter Agreement (Continued)

Allied Directives

Concluded Agreement

9. Barter terms to be partly in cash and partly in foodstuffs corresponding to nine-tenths of weight of the oil, the Commission to assume five-tenths of the barter food in wheat. If the Commission provides all of foodstuffs instead of five-tenths, it should receive corresponding amount of goods from the Axis.
9. Barter terms were 50 parts wheat provided by the Commission, 30 parts pulse and 10 parts sugar, supplied by the Germans, to 100 parts of oil. <sup>49</sup> (Actually the terms became 75-25-25:100.) Part payment in cash was dropped. (Foodstuffs were more desirable, and there was no longer an official price for oil.)
10. Olive oil acquired on barter agreement is to be offered to the population on terms which will make it accessible to all.
10. Stat.
11. Dried fruits surplus obtainable on barter by Axis and the Commission is to be divided on terms to be negotiated, and Axis is to compensate for its share.
11. No arrangements were made concerning dried fruits. The Germans were willing to negotiate on collection of the raisin crop, but it was left in the hands of a Greek association of raisin producers which was operating efficiently.
12. If possible, negotiations were to be started in September 1943 to cover the 1943-44 crop and to include, preferably, all Greece; particularly Crete and Mytilene, and if possible the Peloponnese.

A further part of the agreement was that the "Wiril" was to be permitted to make a trip to carry wheat from Piraeus to Mytilene and to take away the oil.

The concluded agreement covered only that period of the year between May 1943, and the effective date of the new barter agreement. New negotiations were to be entered upon in September 1943 for the 1943-44 crop.

Oil obtained under Barter Agreement. In view of the amount of time and energy consumed by the negotiations, the results were extremely small. There were several reasons for this. To understand

why such high hopes were entertained that the amount collected would be in the thousands of tons and why the powers thought the matter of such importance, the figures for the normal production of olive oil in Greece as given in a report by Helger, the Commission's Swedish economist should be considered.<sup>50</sup>

Before the war, the average production of olive oil in all of Greece was 120,000 tons, a figure that is somewhat misleading because the production varied so from season to season (every third year is said to be a poor olive year in Greece). For instance, in 1936, the total production was 73,000 tons and in 1937 it was 187,000 tons. The total average production was accounted for as follows:

	(metric tons)
Peloponnesus	35,000
Crete	25,000
Aegean Islands (mostly Mytilene)	18,000
Ionian Islands	15,000
Rest of Greece	<u>27,000</u>
Total	120,000
Annual exports	15,000
Domestic consumption (industrial uses 12,000 tons)	<u>105,000</u>

For an understanding of the importance of the oil to the urban centers, it should be noted that the per capita consumption in Greece was about one kilogram per month, although it was considerably more than this in those districts where olives were grown. It was to supply the lack of oil in the large cities that the Commission undertook to try to collect it by barter in the producing districts.

There was reportedly a heavy decline of the olive crop in 1941 because of a shortage of labor and the lack of molasses to mix the arsenic tree spray. Between May 1941 and November 1942, practically no oil was brought to the Mainland from Crete, Mytilene, and the Ionian Islands, which normally supplied about half the total production.<sup>51</sup> The German periodical *Chemische Technik* of July 1943 gives the following estimate for the 1942-43 crop of olive oil:

	(metric tons)
Crete	25,000
Mainland	50,000
Greek Islands	<u>10,000</u>
Total	85,000

This periodical further notes that the 1941-42 crop was, roughly, 100,000 tons. If these estimates are correct, the decline in production was not as great as might be inferred from Helger's figures. According to Allard, the German authorities in Mytilene estimated the 1942-43 crop there at about 6,000 tons. On the other hand, in Greek circles the estimate was 12,000 to 13,000 tons; Allard adds that this figure is probably more nearly accurate, as the Greeks are in a position to know more about oil obtained from the secret pressing of olives, which is said to account for as much again as has been officially reported.<sup>22/</sup>

Accurate figures are available only for the German and Commission take of this crop. Smuggling to the black market of the Mainland from Mytilene accounts for several thousand tons per year, according to the Commission's estimate, though apparently not so much goes through these channels from Mytilene as from Crete.<sup>23/</sup> Of the approximately 10,000 tons (conservative estimate)<sup>24/</sup> available on the black market in Athens during the 12-month period between September 1942 and September 1943, the greater part was believed to have come from the Peloponnese and Crete. It was estimated by the Greek authorities that the consumption of the civilian population on Mytilene amounted to about 5,000 tons yearly.<sup>25/</sup>

A system of licensing the export of oil from Mytilene had been set up by the German authorities. Permission for licenses was supposed to come from Athens, and in principle they were issued only to the German authorities or to the Commission. However, it not infrequently happened that these licenses were illegally issued by the Germans on Mytilene without referring the matter to Athens, or even in spite of instructions to the contrary from Athens, and the oil thus exported was, of course, sold on the free market. Allard protested this practice to the German Minister Plenipotentiary and economic expert, Neubacher, and henceforth all licenses for export from Mytilene had to be referred to the Commission Delegate on Mytilene (as of September 1943).<sup>26/</sup>

In addition, edible olive oil was used for the manufacture of soap, export of which was not forbidden by the German authorities. Allard points out that during the period August 6, 1942 to July 31, 1943, export licenses were granted for 211,761 oke (about 271 tons) of soap, for 31,230 oke in June and 22,232 oke in July, a fact

which is of particular interest as these two months fall in the period during which the Commission was trying to collect oil on the barter arrangement with such indifferent success. Protests concerning this practice as a violation of the barter agreement were also made to Neubacher by Allard. Neubacher promised to do something about it.<sup>57/</sup> If it is assumed that about 68 percent of the weight of the soap is oil, this use would account for 185 tons of oil.<sup>58/</sup>

The German authorities had required producers to declare their stocks of oil during the summer; the amount declared was about 2,000 tons. It was estimated that 2,000 tons were in hiding, though this can obviously be nothing but a guess.<sup>59/</sup>

As for the amount collected by the Germans, the final figures given by Allard are as follows:<sup>60/</sup>

	(metric tons)
Shipped to Mainland from Mytilene 9/1/42 - 5/1/43	3,537
Collected but not dispatched	<u>1,384</u>
Total collected by the Germans	4,921
Consumption of Greek civilian population	1,200
To charitable institutions	<u>250</u>
Total Greek consumption	1,450
German consumption	
Exported and on hand	1,000
Troop consumption	<u>2,471</u>
Total German consumption	3,471

Two sets of figures have been received in this connection, but only the last ones submitted are given here. It appears reasonably certain that the figure 3,537 tons shipped to the Mainland is correct, as this figure was copied from the books of the Elaion.<sup>61/</sup> If the 865 tons previously reported as the total distributed to the civilian population<sup>62/</sup> are assumed to be refined oil and the 1,200 tons given in the table above unrefined oil, some of the difference is made up, but there is still a discrepancy of some 200 tons. It is possible that the 250 tons shown for charitable institutions should be included in the 1,200 tons for civilian consumption; if this is the case, then the two sets of figures agree, as 865 tons of refined oil require 950 tons of unrefined oil.

Allard points out that all but about 200 tons of the quantity shown above was collected by the Germans before April 1, when the "Hallaren" Agreement, restricting the German collection of oil, went into effect.

The amount for civilian consumption was distributed to the population of Athens and Salonika during the months of December 1942 and January and April 1943. The whole population of Athens was supplied during the December distribution, and the January and April allotments were used as a complement to oil collected as a tax in kind by the Puppet Government and distributed to the people of Athens. The ration distributed was 125 dramnia (about 14 ounces) per person, and the price was 5,000 drachmes the oke.<sup>53/</sup>

The amount collected on the barter agreement was only 774 tons, and to provide for the collection of even this amount, a radical change in the barter terms was necessary.

Barter ratio. At the time the ratio of 50-30-10:100 was set, wheat had a very high value, but as the Commission brought in its relief wheat, the price fell. The price of sugar, too, fell as a result of the barter arrangements of the Germans and the amounts imported for that purpose. In other words, at the barter price of the commodities, the producers received but 4,300 drachmes per oke for their oil, whereas rationed oil sold at 8,000 drachmes the oke (early September 1943). Therefore, the producers demanded a higher rate of exchange. The terms finally offered by the Germans and the Commission for the period during which the "Wiril" was to be in the harbor for the collection of the oil, were 75 percent wheat, 25 percent dried vegetables and 25 percent sugar. Thus, the final rate of exchange was 125 parts foodstuffs to 100 parts oil. At the market value of the foodstuffs, this brought the price paid to the oil producers up to 7,250 drachmes the oke.<sup>54/</sup>

Of this amount, Allard points out that the German contribution had a value of 5,000 drachmes, while the Commission's share came to but 2,250 drachmes the oke. It was his opinion, in the light of these figures, that it was a concession on the part of the Germans to complete the barter transaction in accordance with the original arrangement for a half and half division of the proceeds. It should be pointed out, furthermore, that all of the oil collected on the barter while the "Wiril" was in port was loaded on it and the Germans waived their claim to half.<sup>55/</sup>

In spite of the disappointing results of this first collection, it was pointed out by Allard that the agreement is of value because it gives the Commission the right to control the German consumption.<sup>56/</sup>

The wheat brought to Mytilene for barter was stored in the warehouses of the Elaion Company, which also stored the German barter commodities. However, the Delegate made sure that the Commission stocks were kept entirely separate from those of the Germans. From Smyrna, 715 tons of wheat were brought for barter (see Part Two, section on "Distribution on Mytilene"). The "Wiril" brought another 1,100 tons, of which 500 were on loan to Chios. Thus, 1,315 tons were left in the warehouses of Elaion for barter. As wheat was bartered for 75 percent of the oil, about 583 tons must have been given out to the producers, leaving 1,232 tons, including the 500 tons to be returned by Chios, for future barter. The wheat taken in exchange by the producers can be considered as relief on the Island of Mytilene as most of it was paid out as wages in kind to the workers, the women receiving 100 drammas (about 11 ounces) a day and the men 300 drammas (33 ounces). The Commission stopped relief distributions in October for the whole olive crop season.<sup>61/</sup>

The comparative failure of the barter plan in Mytilene is apparently due to the Mytilene producers.<sup>62/</sup> In the beginning, when the plan was first announced, there was much enthusiasm, which probably came from a misconception of the arrangement. Apparently, the producers thought the Commission was about to enter upon free market operations itself as Arno (the Delegate to Mytilene) was visited by many producers who urged him to sell the oil on the Salonika market rather than in Athens because a considerably better price could be obtained in Salonika. They apparently thought that the Commission was going to intervene with the occupation authorities so that export licenses would be issued to the producers for sale on the free markets of the Mainland without any danger of confiscation. When Arno made the situation clear, there was a violent reaction against the Commission. Apparently the producers thought the Commission was collaborating with the enemy and by way of protest, in the city of Mytilene the whole Central Committee of the Commission, headed by the Archbishop, sent in its resignation. Warned in advance of his arrival in Mytilene, Allard obtained from the Archbishop of Athens a letter to the latter's colleague, the Archbishop of Mytilene, urging cooperation with the Commission. This letter made possible the holding of conversations with representatives of the oil producers associations at which the Archbishop of Mytilene offered 50 tons of oil from the Church estates at the higher rate of exchange; he subsequently delivered 150 tons. Enough others followed suit to bring the amount to 774 tons. Of this amount 170 tons had been collected before Allard's arrival at the end of August, the Germans offered 300 tons of their stock, and 304 tons were procured at the higher rate of exchange. After refining, there was oil for only one distribution to the people of Athens at 150 drammas per person.

The barter ratio quoted above applies only to oil of five percent acid content. As the acid content increases, the ratio becomes less favorable by one percent or more for each additional five percent of acid content.

Division of barter operation expenses. The Commission shared the cost of the barter operation with the occupation authorities. At the port of Mytilene, as at three or four other harbors to which oil was brought by the producers for the exchange, Elaion had warehouses in which the grain of the Commission and the foodstuffs of the Germans were stored for purposes of barter. The charges in connection with the barter transaction were for the unloading and storing of the wheat and the loading of the olive oil, a proportional share of Elaion's administrative costs, and, finally, a fee of 30 drachmes per oke to the olive oil merchants' association to recover their transport wage and other costs. These costs were estimated to be about 100 drachmes the oke of the olive oil. Allard was of the opinion that the Commission would sell the oil at between 2,000 and 3,000 drachmes the oke, and in the Greek language press of Istanbul which gave the rations distributed through the grocers during October<sup>69</sup> the price was listed at 3,000 drachmes the oke.

Axis collections of oil on Crete. In response to an inquiry concerning Axis collection on Crete Allard submitted the following figures:<sup>70</sup>

	(metric tons)
Yield from 9/1/42 to 5/1/43 about	3,800
To German and Italian troops on Crete	1300
To civilian population on Crete	240
Export to Rhodes	245
Export to Syros	55
Export to civilian population in Athens	280
Export to Italian troops on Mainland	750
Export to Italian colony in Athens- Pirasus and to the Corps Diplomatique	300
Total	3,170
Discrepancy	730

Refining of the oil would account for about 380 tons of this loss; the rest can be laid only to inaccurate figures. In addition, it must be noted that large stocks are held in secret by the peasants and that most of the oil on the free market in the Capital--anywhere between 6,000 and 8,000 tons--came from Crete.<sup>71</sup>

The New Barter Agreement

For the new barter agreement to cover the 1943-44 crop of olives, the Allies laid down tentative directives in July 1943 (see Appendix I).<sup>72/</sup>

These terms were considered too strict by Allard, in view of the changed circumstances, and he was of the opinion that the Germans would never agree to them. Therefore, they were considerably modified. (See Appendix I for the agreement in its final form.) The changed circumstances of the war which found the Germans rather than the Italians in control of the Crete oil crop this year was of distinct advantage to the Commission, as it had been unable to come to an agreement with the Italians in 1943. As a consequence, the crops of both Crete and Mytilene, and a certain proportion of the crop from the Peloponnese, were included in the negotiations for 1943-44 crop.

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PART TWO

DISTRIBUTION OF RELIEF

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## VI. THE CAPITAL AREA

For purposes of organization of the relief distributions, the Commission has made a definite distinction between the capital area (comprising the Athens-Piraeus area) and the Provinces (comprising the whole of Greece outside the Capital area). The plan of organization in the Capital area is considered in this section. (See also Appendix J.)

It is the policy of the Commission that everyone in the Capital area is entitled to a food and bread ration from its supplies. 1/ The total quantity of flour consumed for bread for the ordinary ration of 60 drammas (about 7 ounces) per day is about 168 tons. In addition, about five tons are allotted daily for bread for supplementary rations. About three tons more are used for the Commission's own personnel and for the one oke of bread per day which is a part of the wages of workers in the mills and macaroni factories. Thus, the total amount of flour used in the Capital area per day is 176 tons, or approximately 5,363 tons per month. It was anticipated in September 1943 that the supplementary rations of flour for workers would be reduced about 16.5 tons per month, and that about 5,347 tons would, therefore, be used per month for the whole city. However, this figure must not be considered final or fixed as the number of workers and the number of factories in operation vary from month to month. 2/

It was intended originally that all of those persons who received their regular food rations through the grocers should receive every month an amount corresponding to the rations issued by the soup kitchens, and a per capita average of two okes a month of foodstuffs such as beans, groats, or flour was promised. 3/ It has not always been possible to live up to this commitment, although extra distributions from the "Hallaren", operating from Venice under the German and Italian Food Compensation Plan (see Part One, "The Food Compensation Plan") have brought the amounts up more nearly to the goal. 4/ Furthermore, the Commission planned to distribute extra rations through the grocers to children not registered in children's canteens. 5/ It was possible to do this on three occasions only (see Appendix K).

The normal distribution through the grocers is about 2,650 tons per month on the basis of two okes per person. In addition to this quantity, various forms of special relief consume 238 tons of various provisions per month. The children's canteens and the prisons and hospitals require an additional 383 tons, bringing the total consumption of the Capital up to 3,271 tons per month. 6/

Thus, to sum up, in order to supply everybody in the Capital

area with four and a half okes of bread and two okes of other food-stuffs per month, the Commission must provide a total of 5,347 tons of flour and 3,271 tons of various other foods every month.

#### General Situation at the Time of Commission's Arrival 1/

When the Commission first arrived in Athens in September 1942, the people were being fed in State-operated or privately controlled food kitchens. There was much dissatisfaction among them with this type of distribution. Therefore, when the Commission was requested by the occupation authorities to supply the food kitchens, it did so only for a limited period and then arranged to take a referendum. The question at issue was whether to continue the distribution of food through the soup kitchens or distribute it through the medium of the grocer at which the public could obtain it on the presentation of ration cards. The State had distributed supplies through grocers from time to time. 2/ Bread had always been distributed on ration cards and the Commission had undertaken its manufacture and distribution within two days of its arrival in the country. It was determined to hold the referendum between November 13 and 17, 1942. A notice, approved by the occupation authorities, was published in the newspapers on November 7 and 8. The results of the voting were surprising, even to the members of the Commission who realized that the dissatisfaction with the soup kitchens was widespread. Out of the 950,000 persons registered with the soup kitchens, all but 20,000 voted for distribution through the grocers, and of these, 10,000 represented votes for children. Those who voted to receive their daily portion from the soup kitchens (about 10,000 persons from the poorest sections of the city) continued to be provided for in this way. The rest of the adult population, with the exception of various special categories (see Appendix K) now receives its food through bi-monthly distributions at the grocers.

The conditions under which the children were supplied with food were particularly unsatisfactory at the time of the arrival of the Commission. About 250,000 children were being given food either in the public soup kitchens or in children's canteens. It was decided, after some discussion, to include the children in the referendum and the result (votes for only 10,000 children indicated a desire to stay with the public feeding institutions) showed how dissatisfied the parents had been with this method of distribution. At the present time, the number of children eating at the canteens is about 100,000 (see Appendix K), and 250,000 receive their food with that of their parents at the grocers. 2/

#### Control of Distribution

The Division of Industrial Services is responsible for the

Commission's supplies from the time of their unloading at the dock to their delivery at the various distribution points where supervision of the control is undertaken by other services of the Commission. Such control is maintained by a rigidly enforced system of signed receipts and detailed delivery orders (Bons du Livraison; see Appendix J). No goods may be delivered without a delivery order, and it constitutes the "backbone", so to speak, of the control plan of the Commission. In addition, all deliveries for which the Division of Industrial Services is responsible are under the watchful eye of a "convoyer" who accompanies the shipment from one part of the city to the other and is held responsible for the delivery of the goods in their entirety.

Under the Division of Supplies for the Capital are the Office for Control of Right to Participate in Distributions, which checks and verifies food cards, and the Office for Control of Distribution of Bread, which checks bread cards. A report of July 6, 1943, by the Head of the Office for the Control of the Right to Participate in Distributions, summarizing the measures taken in the Capital for the control of the food cards, was the source of the description which follows.

When it was decided to replace the soup kitchens by distribution through the grocers, it was necessary for the Commission to know how many persons were registered with each grocer so that the proper allocation of food could be made for each distribution, as the number of registrants would reflect the fluctuations in the population of the Capital. There was good reason to believe that numbers of false food cards, issued by the Ministry of Food, were in circulation. These, of course, would have to be controlled in order to safeguard the stocks of food and to insure a fair distribution to all.

The obvious means of eliminating all the false food cards in circulation was for the Commission to issue a whole new set of its own. This was impossible for one reason or another (not the least of which was the impracticability of taking a census). Therefore, it was necessary to utilize those of the Ministry of Food and to check upon them by studying the movements of the population, and scanning the cards as closely as possible, although the Commission was without administrative authority and ran the risk of creating friction with the Ministry. This was a difficult assignment, and the degree of success achieved must be credited to the tact and firmness displayed by the President and members of the Commission.

The necessary surveillance was effected gradually. At first a very discreet watch was kept through the cooperation of the regional control offices of the Commission with the regional boards

of the Ministry. At the same time, since the supplies to be distributed through the grocers came from the Commission, that body insisted that its staff should have rigid control over the cards already issued and deposited with the grocers. This demand could not very well be refused by the Ministry. Upon this understanding, then, it was required that each customer present himself in person at his grocery in order to receive his ration, and the controllers of the Commission visited each establishment in turn, carefully observing and checking on the customers as they appeared; the cards left unclaimed after each one of these controlled distributions were confiscated and annulled. In this manner the Service of Control was able to eliminate 60,949 false cards between September 1942 and July 1943. In addition, during this period, 25,109 false supplementary ration cards for children were eliminated. It should be pointed out, however, that there were 2,500 groceries and but 65 controllers available for this work. Only one-third of the whole number of groceries had been thus checked up to the end of June 1943; but, as the selection of the grocers had been decided by the extent of their trade, a much larger proportion of the population than would appear had been checked. It is reasonable to assume that the whole list was completed by the end of 1943, eliminating, according to the estimate of the Office of Control, 50,000 more false cards.

As direct control by the Commission at the source is not possible, the control visits of the inspectors will have to be continued indefinitely, district by district. However, it is pointed out by the Commission that, as the people themselves come to have more and more confidence in the impartiality of the distributions, there will be less suborning of the minor officials of the Ministry of Food by people who were accustomed to preferential treatment in public service. Whether this is a valid supposition is not subject to proof; but it is worth considering as one of the beneficial results of a firm and consistent relief policy.

One of the duties of the regional offices of the Office of Control is to maintain exact information on the number of cards on deposit with the grocers of their districts. These records form the basis for a monthly table covering the whole Capital area, which is sent to the President of the Commission (see Appendix M). They reflect the movements of the population and, incidentally, indicate how many new cards have been issued by the Ministry of Food. It was a striking fact, during the first few months of the control, that the number of new cards issued each month by the Ministry was very close to the number eliminated by the Office of Control. The decision was, therefore, reached that the discreet watch kept by the regional control boards was not sufficient. The Commission again approached the Ministry on this subject and obtained the concession

that all new applicants for cards must present themselves before the regional representatives of the Office of Control before receiving their cards. In addition, the Commission was given the right to exercise rigid control over the issuance of new cards by reason of a change of domicile.

The number of cards eliminated from September 1942 to June 1943 and the number of new cards issued from December 1942 to June 1943 are shown below:

Number of Cards Eliminated by  
the Service of Control

September 1942	6,554
October "	5,526
November "	10,620
December "	7,475
January 1943	5,579
February "	3,749
March "	3,266
April "	5,711
May "	4,891
June "	7,578
<u>Total</u>	<u>60,249</u>

New Cards Issued by the  
Ministry of Supply

	<u>By Reason of Birth</u>	<u>Other Reasons</u>
December 1942	488	5,092
January 1943	361	3,503
February "	633	2,785
March "	854	3,006
April "	1,052	3,236
May "	1,067	4,316
June "	1,261	3,467

During the months March to June 1943, there was a great influx of refugees which does not appear to be reflected in the table. As an explanation of this fact, it was suggested by the Director of the Office of Control that the false cards previously issued had been absorbed by the newcomers.

Control of a similar nature appears to have been exercised over the bread cards, though no recent reports are available.

The subject of the control of the distribution of milk and medicines in the Capital will be covered in the section on "Care of Undernourished and Sick Children" and the section on "Distribution of Medicines." 10/

#### Distribution of Wheat

Milling. In September 1942, coincidental with the arrival of the Neutral Commission, the first shipload of wheat amounting to 16,000 tons arrived. It was necessary immediately to begin distribution of bread in the Capital area and, therefore, the Commission found it advisable to take over three mills so that constant supervision over the flour could be maintained. 11/ These three mills were the St. George (the largest of the three with a daily capacity of 350 tons), the Attika, and the Alevriomikani (so-called in the reports), the last two with a combined capacity of 350 tons. They have continued to operate under private ownership but are subject to the control and supervision of a Swedish milling expert in the employ of the Commission. Wheat is brought to the Attika and the Alevriomikani mills in trucks conveyed by an employee of the Commission, and receipts for the exact amount of wheat are given and taken at each end of the trip. On the other hand, wheat for the St. George mill, which is located at the quay-side of the Piraeus Harbor, is delivered by mechanical suction directly from the hold of the ship. The wheat yields 96 percent flour in milling, 12/ and the remaining 4 percent of bran and another by-product used for chicken feed is exchanged for fresh milk and eggs (see "Other Wheat Products", below). Milling expenses are paid by the Commission. 13/

Baking and distributing of bread. The amount of flour to be allotted to each bakery, of which there are about 700 in the Capital area, is determined by the Office for the Control of Bread Distribution, a subsection of the Division of Supplies for the Capital. This Office checks and verifies the bread cards held by each baker, and on this basis is able to determine exactly how much flour will be needed for bread for the customers. Delivery orders are then issued on the mills for the given quantity of flour, and flour is delivered to the bakers on the Commission's convoyed trucks. Delivery is made every other day, and the baker must pay the Commission before receiving his flour. The price charged for the flour is set by the Commission after a calculation of the unloading costs of the wheat from the ship, the cost of milling, and the proportionate cost of the general administrative expenses of the Commission. 14/ Inflation in the drachma has, of course, greatly affected the prices set by the Commission. 15/ Illustrative of this fact is the increase in the price of flour to the bakers: during the period November 14, 1942 to September 20, 1943, the price was increased from 65 drachmas the oke to 800 drachmas the oke (see Appendix N).

The weight of the bread in proportion to the weight of the flour used in it has been fixed by the Commission at 141.5 percent. A very close control of the quality of the bread turned out by the bakers is necessary to avoid reduction of the amount of flour put in the dough. This control is maintained by inspectors from the Manufacturing Service of the Division of Industrial Services who patrol the bakeries early in the morning, taking samples of the bread for analysis in laboratories.<sup>19</sup> Any baker who is found guilty of fraud is liable to the closing of his shop by the police.<sup>17</sup>

The charge which the baker is allowed to make to his customers is fixed by the Commission after consultation with an advisory committee especially appointed to study the expenses of bread-making.<sup>18</sup> A detailed daily report, required of all bakers (see Appendix O), is studied carefully by this Committee. The profit of the baker is set at so much per day, plus one oke of bread, and the profit also increases with inflation. The profit for March 1943 amounted to about 6,000 drachmes per day.

Everyone in the Capital area has a bread card entitling him to the ordinary ration of 60 drammas of bread per day, with the exception of 10,000 police and certain hospital personnel who receive their rations without cards.<sup>19</sup> Each baker holds the bread cards of his customers, and these are carefully controlled and checked by the inspectors of the Office for the Control of Bread Distribution; periodically the inspectors are present at the distribution of bread to check each recipient against his card.<sup>20</sup> There were originally two colors of bread cards - white for the ordinary ration and red for supplementary rations. However, as the distribution of supplementary rations through the medium of bakers and grocers has largely been discontinued, these red cards have been practically eliminated. They appear to be still in use for the category of "invalids and consumptives," about 7,500 persons.<sup>21</sup>

Each person is entitled to a regular daily ration of 60 drammas (about 7 ounces) of bread, if the wheat shipments come in regularly. During August 1943, when wheat shipments failed to arrive, it was necessary to cut this down to 40 drammas.<sup>22</sup> As inflation increased, the price of bread was raised; for example, from 230 drachmes the oke, prevailing from March 20 to June 14, to 1,000 drachmes the oke, the price prevailing after September 20.<sup>23</sup> These prices cover expenses, but are considered low enough for everyone to pay.<sup>24</sup> The customer pays the baker upon receipt of his ration.<sup>25</sup>

Other wheat products. A certain portion of the wheat is ground to semolina for gruel for the baby centers and children's canteens, and some flour is sent to the macaroni factories (of which there are 14 in the Capital area) to be made into spaghetti

for distribution to children and invalids. A certain portion is also used as groats for consumption in the soup kitchens and children's canteens (see Appendix K). Distributions of flour and groats have also been made to the public through the grocers whenever there was not enough pulse for distribution (see Appendix P).

The by-products of the wheat, bran and chicken feed (grenaille),<sup>26/</sup> are carefully collected for exchange purposes. The bran, together with cottonseed cakes, is exchanged for fresh milk, which is collected and pasteurized at EVGA (the only commercial milk pasteurizing plant in the city). In March 1943, 7,000 to 9,000 okes of milk a day were coming into the plant; of these 2,400 okes went to hospitals and charitable institutions for children or the sick, and 3,800 to 5,000 were distributed to the sick at home.<sup>27/</sup> There is no reason to believe that the quantity collected has been increased since that time (as a matter of fact it has probably decreased with the reduction in the number of livestock), and no change has been reported in the method of distribution (see section on "Distribution of Medicines").

Chicken feed is exchanged for fresh eggs on the following basis:<sup>28/</sup>

2 okes of feed of good quality against 3 eggs  
1 oke of feed of medium quality against 1 egg  
3 okes of feed of poor quality against 2 eggs

During the month of March, 37,000 eggs were thus obtained. These were distributed to the hospitals, children's canteens, and orphanages.

#### Distribution of Foodstuffs other than Wheat

Foodstuffs other than wheat consist of pulse (dried legumes) from the United States, raisins bought by the Commission in Crete,<sup>29/</sup> olive oil bought by the State from time to time from the producers, and sugar, some dried vegetables, and dehydrated potatoes imported under the terms of the German compensation plan and distributed by the Commission. In 1944, cured fish from the United States is to be added. Such supplies reach the public through the medium of the grocers, a plan of distribution which was put into effect after the referendum of November 1942 (see Appendix P).

In the Capital area these distributions are sometimes made from the ship directly to the central grocers, thus saving the extra labor involved in warehousing,<sup>30/</sup> but it is usually considered more efficient to distribute from the stocks of the Commission in the warehouses.<sup>31/</sup> The city is divided into distribution areas, each with a central grocer (Epicier-Magasinier).<sup>32/</sup> Such areas roughly

correspond to police precincts except that they are redivided when the population exceeds 25,000 persons; thus, there are about 35 police districts, but there are 65 central grocers. From the ship or the Commission's warehouse the convoyed trucks deliver the supplies to the central grocers for all the local grocers (Epicier-Distributeurs) in their area. Each local grocer, in turn, is responsible for picking up his own allotment of goods after the necessary preliminaries have been completed. There are 2,500 local grocers in the Capital area.

Each local grocer retains the food cards of his customers and each person may patronize but one grocer, as he may patronize only one baker for his bread. On the basis of his list of customers, the local grocer submits his request for supplies to the regional control board of the Commission (see section "Control of Distribution"). This board checks the list of customers of each local grocer in the district to see that it corresponds to the amount for which the grocer has asked. When such verification has been made, the controller notifies the Capital Office for the General Inspection of Distributions.

In the meantime, the Division of Industrial Services (located at Piraeus), which keeps a current record of supplies on hand or available from other sources (State and occupation powers), has notified the Office for the Distribution of Foodstuffs by the Grocers of the amount available for the forthcoming distribution. This Office fixes the amount of the ration and notifies the General Inspection Office so that it may make out the delivery orders for the local grocers on the basis of the validated lists of customers sent to it by the Office of Control. The total quantity to be delivered to each central grocer is calculated, and the necessary information relayed to the Piraeus Office so that trucks and conveyors will be made available on the proper date. Information on the amount of the ration to be issued in the forthcoming distribution and the period during which it will take place is posted for the guidance of the public.<sup>33/</sup>

It has been found by experience that a period of five to six days is required to complete delivery to all the central grocers. Each truck delivery is convoyed by the Commission's own employees and itemized receipts must be given at both ends of the trip. At the central grocer's storehouse, where delivery for the area has been made by the Commission's truck, the goods are delivered to each local grocer as he presents his signed and certified delivery order from the Commission. Distribution is made to individual customers by the local grocer upon the payment of the charge fixed by the Commission, and the food card is checked.<sup>34/</sup>

The Commission never gives credit, and all payments must be made in advance of delivery.<sup>25/</sup> This operation is greatly facilitated by the existence of an Association of Grocers which acts as a financial clearing house and advisory committee to the Commission in all matters pertaining to distribution through the grocers. A few days before the date of each distribution, a meeting is held between representatives of the Commission and representatives of the Association of Grocers for the purpose of fixing charges. A fair amount is allowed the grocers for compensation, taking into account their expenses and possible spoilage or wastage, the central grocers, of course, receiving extra compensation for acting as distribution centers for their areas. The expenses of the Commission are also taken into consideration. On the basis of these allowances, a price is fixed for each commodity. The Association of Grocers then stipulates the sum that each local grocer is to pay to his central grocer; the central grocers, after taking out the amount fixed for their compensation and expenses, pay to the Association of Grocers the total balance collected from their districts; and the Association of Grocers, after deducting a small commission,<sup>26/</sup> finally turns over to the Treasury of the Commission the balance of the sum collected from the 65 central grocers. The system works very well, and it is considered of invaluable aid by the Commission, which thus is under no expense or worry on the score of payment from the grocers.<sup>27/</sup>

As the Commission is held responsible to the Allied powers for all bags, a strict accounting must be kept when foods are delivered thus packaged. Each grocer is required to make a deposit on the bags he receives, and it is returned to him at the time of their collection. The local grocer returns them to the central grocer where they are picked up by the trucks of the Commission and delivered to the proper depository of the Division of Industrial Services, which is responsible for them.<sup>28/</sup> At the same time the amount of foodstuffs left on the hands of the grocers is collected and returned to the Commission's warehouses.

#### Distribution through the Soup Kitchens<sup>29/</sup>

According to a report of August 24, 1943, about 14,500 persons received their daily ration of food through the soup kitchens. The few installations which provide for these people are in the poorest sections of the city. About 12,300 persons are fed in kitchens under the management of a special Commission appointed by the Greek State, and the rest are served in installations run by a charitable organization called the "Divine Providence." Most of the food served in these kitchens is provided by the Commission (see Appendix K).

Care of Undernourished and Sick Children<sup>40/</sup>

Special relief for children is under the direction of the Division of Child Welfare and Medical Care of the Commission acting in cooperation with the Swiss Mission of the Swiss Red Cross (see Appendix C). The Swiss Mission arrived on the scene in July 1942, and on August 10, 1942, took under its control, at the request of the Greek Red Cross, the 120 baby feeding centers (for children up to two years of age) which were then being operated. At that time, medicines and milk for this work were being supplied by the Swiss Red Cross. At the present time, while full responsibility for the operation of these centers remains with the Swiss Mission, the supplies come from the Commission. The Swiss Mission undertook a complete reorganization of these centers, carefully checking the children so that no child should receive a feeding twice in the same day, and completely equipping the centers with the means at hand so that the food could be prepared and consumed at the centers. Tables and chairs were contrived from boxes and crates, eating and cooking utensils from empty cans, and dishtowels and tablecloths from sacking.

Children's canteens, for children from 3 to 18, were also being operated by private charities. They were badly disorganized but little could be done until the arrival of the Commission later in the summer. Although 250,000 children were registered to receive their food in this way, it was realized that a very large part of these registrations were duplicates and that the whole list must be revised. After the referendum in November 1942, through which it was discovered that the parents of only about 10,000 children wanted them to continue receiving their rations in this way, the Commission realized that, as more than 10,000 were in need of special care, an arbitrary selection would be necessary. Therefore a selection was finally made on the basis of a medical examination which established either undernourishment or actual physical disability. For the first time, children with the eye disease, trachoma, were fed and received medical care in separate canteens. A system of identification cards was established for the revised list of undernourished children. The canteens were continued under private operation. By mutual consent, however, and because the Commission was to supply most of the food, they were henceforth subject to the close supervision and control of the Child Welfare Division of the Commission.

In his report covering the period July 1942 to May 1943, Dr. von Fischer commented that the Swiss Mission rents four warehouses for the storage of medicines and milk. The four warehouses are capable of storing 2,000 tons of supplies. When the large shipments of milk from the United States came through in February, it was necessary to increase the storage space by the addition of

two more buildings, making a total of four now in use. The Swiss Mission is responsible for the control over the milk supplies. Deliveries to the baby centers as well as to the children's canteens, are made under the supervision of the Mission's own employees in the three trucks at its disposal, one of these trucks belonging to the Swiss Mission and the two others loaned to it by the Commission.<sup>41</sup>

Baby Centers (Gouttes du Lait)<sup>42</sup>

According to a recent estimate of the population of the Athens-Piraeus area, there are almost 75,000 children under two years of age.<sup>43</sup> Of these, about 18,000 receive their milk and expert medical care in the 145 baby centers operated by the doctors of the Swiss Mission. The original number of babies (25,000) being fed in the centers at the time of the arrival of the Swiss Mission was reduced by a system of identification slips (fiches). Four separate slips, containing the same identifying information, were issued for each child. The first was deposited in the central office in an alphabetic file; the second was filed in the central office by center designation; the third was deposited in the proper feeding center; and the fourth was retained by the child's parent. By comparison checking it was found that some children were receiving milk in more than one center and the duplications were eliminated. Visits were made to the homes of children remaining on the revised list to verify their parentage and place of domicile. It is required that each time a child appears for a portion of milk or gruel, the child's slip shall be presented for comparison with that held in the center.

Distribution to the babies always takes place in the morning. The mothers bring their babies and pay the slight sum requested, and the child receives his portion of milk or of milk and cooked cereal on the spot. The portions served in the spring of 1943 were as follows:

(60 drammas = about 7 ounces)

0 - 3 months	18 drammas condensed milk diluted with 120 drammas of water per day
3 - 6 "	30 drammas milk diluted with 150 drammas water
6 -12 "	18 drammas milk diluted with 60 drammas water, and 20 drammas cooked cereal or cacao
12 -24 "	10 drammas of milk (powdered) diluted with 60 drammas of water, and 20 drammas cooked cereal or cacao

These quantities were increased for children under one year for whom the mother had no milk. Since May, milk has been furnished to expectant mothers for the last 60 days of their pregnancy and also to nursing mothers for a period of six months after the baby is born. In addition, as soon as a child is born, food and bread cards are issued for it, and these provide an extra ration for the mother while the child is still nursing. Throughout the spring, the Mission gradually extended the age limit of children receiving milk until in May children up to seven years of age were being supplied. The number of children receiving milk was thus increased to 75,000.

As the shipments of milk from the United States during the last six months of 1943 were increased from 300 tons of condensed milk to 600 tons, half of which was evaporated, it is probable that rations of milk to children of certain ages have been increased. For instance, the doctors of the Swiss Mission had expressed the desire to increase from 10 dramma to 15 dramma the amount served to children between the ages of one and two years.

The need for sweetened milk for children has been repeatedly emphasized by the doctors of the Mission. When evaporated milk is used for babies, it is necessary to add sugar (which, in the past, was donated by the Germans). Sweetened powdered milk is considered the most desirable from the standpoint of tonnage and content, but so far only a few tons have been available for shipment from the United States.

The reference above to "cooked cereal" should not be misunderstood. No breakfast cereal as it is known in the United States is available in Greece. This food was in reality a finely ground wheat grain, semolina, cooked to a mush for the consumption of the children. An experimental 50 tons of the baby food "Fablum" was shipped during the summer of 1943 and was found very satisfactory. Other shipments of a similar baby food have been authorized.

Medical supervision of the babies is also under the direction of the doctors of the Swiss Mission, and 42 Greek doctors give a portion of their time to the centers. Each center keeps a current account of the state of health of each child, a sort of medical history. Regular weekly visits are paid to each baby center by a doctor. The weight of the children is checked every 15 days, and the undernourished receive double portions of milk or cereal until their condition is again normal. Since the beginning of 1943, 25 tons of cod liver oil have been shipped from Newfoundland each month by the United States and Canadian organizations, and the oil is administered regularly to the children. Children requiring more complicated medical treatment are sent to one of the dispensaries, established by the Mission in various parts of the city for

the treatment of the babies and the dispensing of free medicines to the children of poor parents.

The children with trachoma receive careful supervision in special centers where they are isolated from the well children. Visits are paid to the homes of the ill to see that the orders of the doctors are carried out.

#### Children's Canteens

The number of children between the ages of 3 and 18 was reported to be almost 351,000 during the fall of 1943.<sup>45</sup> Of this number, about 100,000 are considered to be in need of special nourishment or medical care and are enrolled in the 450 children's canteens in the Capital area (see Appendix K). The children enrolled in canteens have their bread cards for the ordinary ration of 60 drammas of bread per day, but receive their other food in the canteens. The food consists of dried vegetables, dried soups, and groats (pligouri) made of wheat from North America, with the addition of other nourishing foods which the Division of Child Welfare is able to provide from other sources. Most of the spaghetti reinforced with protein which is manufactured under the supervision of the milling expert of the Commission is sent to the children's canteens; the food is prepared whenever possible with olive oil provided by the State; fresh vegetables from the surrounding country are bought whenever available by the State, or supplied by the organization running the canteen; a limited number of fresh eggs is made available by the exchange of the millings;<sup>46</sup> and limited quantities of other foods, such as jam, are distributed in the children's canteens when they become available.

It should be borne in mind that the children's canteens are not controlled and operated by the Commission or by the Swiss Mission, as are the baby centers. They are operated by various private charitable agencies which have agreed to cooperate with the Commission in its exercise of control over the hygienic preparation of the food and the recreation of the children. The supervision over the children's canteens exercised by the Commission is under the direction of the Service for the Improvement of Children's Canteens of the Division of Child Welfare and Medical Care. To accomplish its project of improving all the canteens, the Commission devised the following plan in February 1943:

The Capital area was divided into four sections, each section being assigned to a committee composed of certain public-spirited women and representatives from various charitable organizations. These committees, designated by the letters A, B, C, and D, study the canteens in their sections and recommend various improvements in organization or installations. By July 1943, 175 canteens had

been studied, reported on, and reorganized, and it is reasonable to assume that nearly twice that number have been reorganized since that time. There is no possibility of standardizing the organization of all of these canteens as they are run by different agencies, and, also, they represent groups of children which vary greatly, depending upon the section of the city in which the canteens are located or the particular purpose for which they are intended. For instance, in May 1943, there were six canteens which were set aside for trachoma victims who received medical treatment before their food was served. It was anticipated that the 1,000 children attending these canteens would be increased to 5,000. At that time, there were also special recreation and food centers for 1,000 homeless children who worked during the day. These canteens were the special interest of the Archbishop of Athens and are a very important undertaking from the standpoint of social welfare. It was anticipated that the number attending them would also grow to 5,000.<sup>47</sup> In all of the children's canteens some attempt is made to provide organized recreation, recognized as a most important element of child rehabilitation.

Medical supervision of the children registered in the canteens is as complete as available medical personnel permits. Nurses from the Greek Red Cross visit them regularly. All children are sent to one of the 14 dispensaries where they are examined by the doctors and medicines prescribed. Prescriptions are filled at the Central Dispensary of the city at the British School. If a child appears to be undernourished, he not only receives double portions of food, but also is sent to a center where vitamins are distributed to some 500 children a day. All children, before being admitted to the canteens, must have a medical examination at a dispensary. The 42 Greek doctors cooperating with the Commission take part in this work, as well as doctors on the staffs of many charitable and social welfare organizations which have offered their services.

The problem of personal hygiene of the children is closely connected to that of their health. It is estimated that barely 30 percent of the children frequenting the canteens have facilities for bathing at home. To ameliorate this condition, provision has been made for bathing rooms near the canteens where hot water, soap, and towels, made out of sacking, are provided. Fuel is very scarce and very dear, and soap was almost prohibitive in price until the arrival of the first shipment on the Swedish ships. However, it is the intention of the Division of Child Welfare that each child shall receive a bath at the canteen at least once every 15 days. How completely this program has been realized is not known.

#### Distribution of Medicines 48/

The organization of the distribution of medicines, the efficiency of which is credited in large part to the interested and effective efforts of the Greek physician, Dr. Logaras, is under the supervision of the Swiss Mission, cooperating with the Division of

Child Welfare and Medical Care. Medicines are distributed in the Capital through two main channels: from the warehouse to the pharmacies of hospitals and charitable organizations who make their requests through a central bureau, and directly to the public from the Commission's own Dispensary.

The warehouses are not, like the other warehouses of the Commission, under the direction of the Division of Industrial Services in Piraeus, but are under the direct control of the Division of Medical Care itself. The reasons are that the control is thus more directly maintained by those responsible for the distribution of these valuable products and also that the storing of medicines requires warehouses of a special type. A large dry space was needed for ordinary drugs and, in the same building, a section for the preparation of deliveries for hospitals and other institutions and for the mixing and packaging of medicines destined for the Provinces. The second floor of a former furniture factory answered this purpose. The second type of warehouse needed, for the storage of inflammables, was found in a fire-proof room offered by the Pasteur Institute. The third type of space needed was for drugs which must be kept at a low temperature, and for this purpose the Evangelismos Hospital offered space in its refrigeration rooms.

The central bureau receives all requests for medicines from hospitals and institutions. Such institutions are required to keep an inventory and an account book for all medicines received from the Commission. Personal visits are made to the pharmacies of each institution to verify the inventory, though in some cases, as in State-operated institutions of one kind or another, this is not possible. In such cases, delivery is made on the basis of the number of the sick, descriptions of their maladies, together with the drugs prescribed, and inspection of the hospitals. In the account book of each institution is entered all the information concerning each delivery of medicines, together with the name of the patient for whom the drug is intended. It is required that all medicines supplied to the hospitals by the Commission be given free to the sick. Public institutions are supplied first, but certain drugs not to be found on the free market are given to private clinics on the understanding that no charge shall be made their patients for such supplies.

The Central Dispensary for individuals is located in the British School of Archaeology, a building admirably suited for the purpose, though it is rather far from the center of the city. According to latest reports the staff consists of two doctors, four stenographers, one pharmacist, one cashier, one assistant, and one porter. To appreciate the extent of the services of the Dispensary, it should be borne in mind that most of the sick persons of Greece, at least those able to travel, come to Athens for treatment. As a consequence, the hospitals, many of the best having been taken over by the occupa-

tion authorities, are not nearly adequate to house them all. This leaves a large number of sick persons who have to be taken care of in the homes of relatives or friends, and the medicines for most of these are supplied from the Commission Dispensary.

In order to get his medicine, the sick person, or his representative, takes the doctor's prescription to the Dispensary. The Swiss Mission's doctor first reviews the prescription both to verify its applicability to the malady for which it is being prescribed and to ascertain if all the elements are in stock. If the Dispensary does not have certain drugs prescribed, others of similar properties are substituted. After the prescription has been checked, the doctor fills out a delivery order in duplicate (see Appendix Q), keeping one copy and giving the other to the patient. He notes on it whether a charge is to be made, and how much, the amount depending on his estimate of the ability of the individual to pay. The second stop of the patient is at the desk of a stenographer who copies on the card of the patient's private physician, filed in the office, all the information contained in the delivery order and the prescription. The third stop is at the pharmacy, where the pharmacist makes out an itemized invoice of the drugs contained in the prescription (see Appendix Q). He then fills the delivery order given him by the patient and receives the cash of the customer if a charge has been indicated. The delivery order and original prescription are left in the pharmacy. No original wrapping accompanies the medicine and prescriptions are filled only in quantities too small to be of much value on the free market. If any charge is made, it amounts to no more than one-fourth of the price on the free market, and 40 to 50 percent of all medicines are given free.

Control over such prescriptions is exercised by means of visits to the homes of the sick by the Swiss Mission's own doctors or by visiting nurses of the Greek Red Cross. If it is discovered that a private physician has falsified, his prescriptions are no longer honored at the Dispensary. The internal control of the Dispensary is also strict. The delivery orders made out by the Mission's doctor are carefully checked at the end of the day against the pharmacist's own written account of the medicines distributed, and the cash box is balanced against the charges noted on the delivery orders. A detailed inventory of the drugs in stock in the pharmacy is also kept and must balance at all times. No indication is given of how often this inventory is taken.

Special provision is made for diabetics. They must have a laboratory examination under the direction of the Mission's own staff, and they receive a special card which they present to the Dispensary every time they apply for insulin. All containers of insulin must be returned before the quantity is renewed.

Of the 300 to 500 persons who receive medicines each day in the Dispensary, 50 percent are sent by the doctors of various organizations, including the children's canteens.

There are various smaller dispensaries scattered over the city for the treatment or examination of the children served in the baby centers or the children's canteens.<sup>49/</sup> It is not clear from the reports whether or not the same dispensaries serve both groups of children, though it appears that there are seven at which the babies receive treatment and 14 at which prescriptions are made out for the older children<sup>50/</sup> and examinations are conducted for their admittance to the canteens. (The prescriptions are filled at the Central Dispensary of the city.) In addition, there seem to be seven dispensaries in the city at which fresh milk is issued on a medical prescription for a fixed period. This service is under the direction of the Service for the Distribution of Fresh Milk. Visits are made to the homes of persons receiving the milk to ascertain the use to which it is being put.<sup>51/</sup>

#### Motor Transport of the Commission<sup>52/</sup>

When the Commission first arrived in Greece in September 1942, there was an urgent need for motor transport of all kinds. In peacetime a car in good condition was a novelty which could be afforded only by a foreigner or a wealthy Greek. The Greek Government had already begun to confiscate such cars in the spring of 1940, and during the Italian war the Army wore them out. Therefore, it was necessary for the Commission to secure outside of the country most of the vehicles needed in its operations.

In response to the appeal of Mr. Mohn, the President of the Commission, in the fall of 1942 the Allied Governments authorized the Greek War Relief Association to purchase and send with the grain ships to Greece 10 Ford 1942 passenger cars and six Ford trucks. In December 1942, Mr. Mohn again sent an appeal for cars, particularly trucks, which were urgently needed for the transport of food-stuffs within the Capital. During the period before these additional cars arrived from America, the Germans sold the Commission eight 1942 DKW passenger cars at a very low price, the Commission was able to buy in Greece seven old passenger cars of various makes, and five old passenger cars were borrowed. In April 1943, three Chevrolet cars, 1942 model, were received from the United States. In the summer of 1943, five Fiat cars, Balilla model, 5080, were purchased from Italy, and two more Ford passenger cars and one Ford truck were received from America. Ten 5-ton trucks have recently been sent from Sweden and a request for 40 more trucks has been approved.

The Commission had early stipulated the need for motorcycles and bicycles for the use of its inspectors and Delegates. Three motorcycles were purchased from Germany in the spring of 1943 and 16 more were shipped in the fall of 1943. In July 1943, nine bicycles were shipped for the use of the staff of the Commission in Athens. Table 10 indicates the vehicles now at the disposal of the Commission.

Of the 40 passenger cars available, four are used in Salonika, one each in Crete, Tripolis, Volo, and Mytilene, making a total of eight in use outside the Capital area. One truck was sent to Salonika and, prior to the shipment of the 16 motorcycles in December, one motorcycle was in use outside the Capital by the Delegate to Chios and Samos.

Therefore, there are left for use in the Capital area 32 passenger cars, 18 trucks, 18 motorcycles, and 15 bicycles. Mr. Mohn estimates that, in order to be independent of outside transportation facilities, the Commission still needs 20 5-ton trucks and 10 tank motorcars for use within the Capital area; it therefore would appear that if the recently approved request for 40 additional trucks is filled, there will be 10 available for use in the Provinces.

The gasoline consumption is reported by Justice Sandstrom to be about 5,800 gallons a month, or approximately 26,000 liters. This does not include that to be used by the 10 trucks and 16 motorcycles recently dispatched, but it does include the fuel for the vehicles owned by the Swiss Mission, for which the Commission is obligated to provide gasoline, and which consist of four passenger cars, four motorcycles and one truck. At the present time, 5,500 gallons (125 drums) a month are scheduled for shipment from Canada. It is reported that some of the extra gasoline needed for additional vehicles has been offered by the occupation authorities and that the Allies have recently approved increased shipments through the blockade amounting to an additional 33 drums a month.

Control over the gasoline is effected in the following way: The gasoline is shipped from Canada in drums which contain, when full, about 45 gallons each. Their gross weight is recorded on the invoice sent with the fuel from Canada. After being unloaded in Piraeus, they are not reweighed; so much is lost by leakage from the imperfectly sealed drums on the way over that such a check would mean nothing.

The Commission has two storage depots and two garages in the Athens-Piraeus area. One depot belongs to the Shell Company, which weighs the gasoline on its arrival but will accept no responsibility for the weight unless the drums can be emptied into one of its own tanks immediately. However, a tank is not always available for the use of the Commission. If the Shell depot has to accept the gasoline

TABLE 10

Vehicles at the Disposal of the Neutral Relief Commission in Greece, January 1, 1944

Date acquired	Source	Passenger cars	Trucks	Motorcycles	Bicycles
September	1942 Canada - GWR	10 1942 Fords	2 Ford		
November	" " "		4 Ford		
Fall	" Germany - purchase	8 1942 DKW			
Fall	" Greece - purchase	7 old, various			
April	1943 U. S. - GWR	3 1943 Chevrolets			
Spring	" Germany - purchase			3	
July	" U. S. - GWR				9
August	" U. S. - GWR	1 1942 Ford			8
August	" Canada - CRC		1 Ford		
September	" U. S. - GWR	1 1942 Ford			
Summer	" Italy - purchase	5 508C, Fiat, Balilla Model			
October	" U. S. - GWR			1 Indian (without sidecar)	
December	" U. S. - GWR			15 Indian (without sidecar)	
December	" Sweden - gift (of Swedish shipowners; tires from GWR)		10 Volvo		
Total owned		35	17	16	9
Number loaned		5 old, various	2		9
Total at disposal of Commission		40	19	19	9
Number belonging to Swiss Mission		4	1	4	

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in the drums in which it came, it will not accept responsibility for further loss in weight while it is stored because of the fact that the gasoline continues to leak from the drums during that period. The Commission operates the other depot and checks the weight both going and coming.

The two garages are situated at the Maraslion School in Athens, which houses a large part of the staff of the Commission, and on Piraeus Street in Piraeus, where the Division of Industrial Services, in charge of transportation of foodstuffs, is located. At the Maraslion garage the Commission has installed an underground tank with a pump and meter. The drums are not weighed when they are brought here, but they are immediately emptied into the tank under the supervision of a group of members of the staff who sign a document attesting to the receipt of so many drums. The quantity taken out for vehicles can be exactly controlled by the meter.

In the garage on Piraeus Street is a portable pump and meter, which is attached to the drum and which controls the amount of gasoline distributed to the vehicles; but, as the drum is open, there is no way of exactly controlling its contents.

Tripolis, Crete, and Volo are supplied with gasoline and only full drums are shipped, so that the Service of Inspections in Athens knows exactly how much is sent to those centers. The shipment is convoyed, as are the shipments of foodstuffs, and the convoyer is responsible for its safe delivery. After the arrival of the gasoline the control passes into the hands of the District Delegate.

The gasoline used in Salonika is received from the Shell Company in that city and repayment is made to the Shell Company in Piraeus from the Commission's stocks. The shipment of an additional 13 drums a month has been authorized for Salonika during 1944.

According to Charge d'Affaires Allard, gasoline thefts by Greek personnel have been insignificant in extent, and no requisitions have been made by the occupying powers.

## VII. THE PROVINCES

### The Mainland

This section applies particularly to the distribution of relief in the Mainland of Greece, but also in general to all the Provinces. Separate reports from the Delegates of Salonika, Crete, and the Aegean Islands make possible a more detailed analysis of the distribution of relief there, and it is presented under the individual headings.

Organization of distribution of foods.<sup>23/</sup> Distribution of relief foodstuffs to the Provinces is under the administration of the Division of Supplies for the Provinces (see Appendix R). The actual distribution agencies are local Greek committees whose personnel is appointed by the Commission. The administrative head of the distribution, and the agent of the Commission in the Provinces, is a Delegate, theoretically of Swedish or Swiss nationality, actually Swedish in every instance.

A very important part in the distribution is played by the Central Committees appointed in the large population centers. Their members are persons of good reputation and local prominence, such as members of the clergy and of the teaching, legal, medical, and banking professions. In most instances a holder of political office is appointed to the Committee, but if it can possibly be avoided he is not made the president, as office holders are inclined to take advantage of such positions. All of the members of the Committee are volunteers.

Supplies are sent from the Capital to the Central Committee which has the responsibility of redistributing them among the Local Committees of its district according to the instructions of the Commission. The Central Committee has a certain control over the activities of the Local Committees of its region, though this has been curtailed since the appointment of permanent District Delegates to the Provinces in April 1943. The Local Committees formerly directed regular reports on the results of their own distributions to the Central Committees. Now, however, they are addressed to the Delegate to whom they are sent by the Central Committee. There are 45 Central Committees, excluding those of the islands, and 286 members.<sup>24/</sup>

The Local Committees are appointed either by the Commission or by the Delegate in the district, and they may be dismissed by either authority. Their members are volunteers and are generally chosen in the same way as members of the Central Committees. Women make desirable members because they are enthusiastic and ingenious in finding supplementary foods for the soup kitchens and children's canteens.

In localities where there is a garrison, the names of members of the Local Committee are submitted to the commandant, but an objection is rarely made. The military authorities in Athens insisted that a complete list of the personnel of all the Local Committees be submitted to them and that they be notified every ten days of any change. This appeared to be a natural desire on the part of such a government to be informed of persons locally prominent. However, the Commission will recognize no attempt on the part of the military to exercise control over any of the activities of the Local Committees, and the Local Committees are told to accept instructions from no one but the representative of the Commission. Any complaints from the Committees or from the military must be handled through the office of the President in Athens. Usually the commandants of the localities are too much interested in having the people fed and content to interfere with the relief committees.

There are 2,684 Local Committees with 8,200 members, exclusive of those on the islands.<sup>22</sup> Each Local Committee makes up the list of those eligible for relief in its community and submits it to the District Delegate for approval. Before the appointment of the permanent Delegates, these lists were reviewed by the Division of Supplies for the Provinces.

The District Delegate represents the Commission in the Provinces and serves as a liaison between the Provinces and the administrative offices of the Commission in Athens. He keeps the Commission in Athens informed of the food situation in his district and sees that those localities most in need of it receive relief. He is responsible for the distributions in the Provinces in that he keeps in constant touch with both Central and Local Committees. All reports come to him, and insofar as time and transportation permit, he makes personal visits to places of distribution, to see what plans and methods of distribution are in operation. The Delegate is notified in advance of consignments of goods to the central distributing points, and he verifies their receipt and proper redistribution to the Local Committees. He is given latitude by the Commission in Athens to make such distribution as he believes will best meet the needs of his district. He checks the lists of the eligibles and any complaints on the part of those receiving relief or of those who think they should receive it are addressed to him. He acts as adjudicator in any disputes which may arise in the distributions made by the Local Committees to the public. He sends the record for the proper allocation of food for the Local Committees to the Division of Supplies for the Provinces in Athens and sees that the Central Committees make the proper distributions in his region. There were as of the end of 1943, five such Delegates: one in Salonika; one in Volo; two in Tripolis, for the Peloponnese; one in Crete; and two

in the Aegean Islands, one at Mytilene, and one for Samos and Chios (see Chart 2, Part One). According to latest reports, additional personnel was being sent from Sweden so that there might be a Delegate in Epirus, one in the Cyclades, and, possibly, one in the Dodecanese Islands.

Plan for supplying the Provinces.<sup>56/</sup> After the arrival of the Commission in Greece, one of its first responsibilities was to gather information on the food requirements for every district in Greece. This work was accomplished under the direction of the Division of Documentation and Coordination with the help of the network of the Central and Local Committees, who supplied lists of the needy on the basis of the general principles laid down by the Commission (see Part One), and with the use of official statistics of the Government which included reports on the results of its program for the collection and storing of native grains in various sections of the country during the harvest of 1942. The Commission drew up a plan for the whole country, indicating how much wheat it planned to send to each province and to population centers within each province for the period September 1942 to June 1943. In certain regions, principally in Thessaly, Boeotia, and Macedonia, the stocks of wheat which had been gathered by the Government and which it planned to distribute by rations during the winter to the population, were taken into consideration in allotting grain. Thus, out of a total of 5,467,000 persons in the Provinces, the Commission planned to supply 578,000 needy during September, 1,756,000 in December and 2,031,120 monthly after March. To supply these numbers at the rate of 3 okes of wheat or flour, about 40 dramma per person per day, would require 2,400 tons of wheat in September, 6,700 in December, and 7,800 tons monthly after March. It was found necessary to modify this program, because military permission could not be obtained to supply certain regions (the entire central part of Thessaly, for example, in which the guerrillas were active) and also because of the difficulty of maintaining control of the distributions in certain areas, such as German-occupied Macedonia outside of Salonika and environs. When distribution actually began, certain other considerations greatly affected the shipments. Because of lack of adequate supervision by the officials, the quantity of grain stored by the Government did not last as long as had been anticipated. Large shipments to the Provinces were hampered, and, in areas where there was no railroad, entirely prevented, by inadequate transportation facilities. In some cases, such as that of the Cyclades, the belligerents could not reach an agreement on the method of transportation. Furthermore, as occurred in February, April, and May and again in August, shipments from Canada were delayed at times, so that the supplies for the Provinces had to be reduced to a minimum. Table 11 shows the program and its accomplishment for the period September 1942 to June 1943. It will be noted that the Capital area, covered in another chapter, and the Aegean Islands, provisioned from Smyrna for the most part, are not included in this table.

Mechanics and control of distributions.<sup>57/</sup> When the work of the Commission in Greece started, Mr. Mohn, the President, drew up a brief set of principles for the control of supplies (see Appendix S). These general principles have undergone modification only in the section concerning the District Delegates, who are now permanently located in the Provinces and, therefore, maintain a closer supervision over the administration of distribution than was possible in trips out from the Capital.

A more complete statement of the duties and responsibilities of the provincial Committees and the Delegates and the methods of controlling shipments to the Provinces was forwarded by Messrs. Sandstrom and Allard in a report of August 17 (see Appendix T). In brief, the goods are supposed to be under the supervision of the staff or agents of the Commission from the time they leave the warehouses in the Piraeus until they reach the public. Mr. Helger, in a report dated August 24, 1943, gave a complete account of the practical accomplishment of the distributions.

It appears that the Banque Agricole, in its capacity of forwarding agent (purely a business connection), has played a prominent part in the operations in the Provinces. The Banque Agricole is the only establishment in the country which has the branch ramifications necessary to the dispatch of supplies in quantity to the provincial districts. As such, it seems to have used its unique position to its own advantage on more than one occasion. Formerly, the branches of the Banque dealt individually with the Central Committees to whom the goods were to be delivered, and there was much complaint that their charges were high. Under the terms of a contract which was about to be signed at the date of Mr. Helger's report, only the expenses of unloading and transportation to the storehouse of the provincial Committee would be paid on the spot to the branch of the Banque; the other expenses would be submitted to the Commission in Athens through the main office of the Banque and would be accompanied by the papers substantiating them. All such expenses would then be paid by the Commission in one sum. It was hoped that relations with the Banque would be considerably improved by the clarification and regulation contained in this contract.

Up to the signing of the contract, the Banque was responsible for losses only as is any agent under civil law. Henceforth, it will be bound by contract, with special provisions as follows: It will not be responsible for losses due to the fortunes of war, and for losses due to acts of God, and will be liable only for the value of the sacks and the expenses of the Commission such as for milling and transportation; on the other hand, for losses due to negligence on the part of the Banque, it will be liable for the total value of goods and sacks at the price current on the free market. A committee

TABLE 11  
Relief Distribution of Wheat in Greek Provinces,  
September 1942 to June 1943

Province	Population	Indigents (total for period)	Distrib- ution planned (okas)	Distrib- ution made (okas)	Percent- age of program accom- plished
Argolis and Corinth	198,346	631,250	2,328,985	1,672,227	72
Arcadia	169,700	559,850	1,936,270	1,357,522	69
Akhaia	220,197	1,002,200	3,534,830	2,983,268	84
Elis	186,633	473,000	1,703,295	1,066,930	63
Lakonia	144,128	626,450	2,058,770	1,320,011	64
Messenia	240,605	750,150	2,514,365	1,804,508	72
Aetolia and Akarnania	251,543	1,316,300	4,155,570	1,994,970	48
Trikkala	302,474	1,002,350	3,335,945	725,351	22
Magnesia (Peninsula)	136,799	607,000	2,698,555	1,736,631	64
Arta	65,079	348,200	1,102,410	302,834	27
Preveza	41,541	161,100	539,820	108,858	20
Thesprotis	61,495	383,600	1,183,130	334,523	28
Yannina	161,418	1,055,150	3,350,330	877,631	26
Phthiotis and Phokis	212,964	392,250	1,340,310	483,919	36
Euboea	175,869	876,800	3,261,030	2,595,322	80
Aegean Islands <sup>a/</sup>	305,088	<sup>a/</sup>	<sup>a/</sup>	<sup>a/</sup>	
Cyclades	127,625	866,950	2,681,480	516,042	19
Crete	438,399	994,850	2,610,000	2,169,068	83
Thessalonika <sup>b/</sup>	280,486	2,340,000	7,020,000	7,280,639	b/
Attika and Boeotia <sup>c/</sup>	269,603	1,091,400	3,683,150	2,871,296	78
Total	3,989,992	15,478,850	51,038,245 <sup>d/</sup>	32,201,560 <sup>d/</sup>	

Source: State Department Dispatch from Stockholm, No. 1870.  
June 19, 1943. Item 1.

<sup>a/</sup> Includes the Islands of Samos, Chios, Mytilene, Lemnos, Ikaria, and St. Eustratios. In this area there were 1,627,250 indigents for the period covered. Distribution of 4,476,750 okas of wheat was planned, and 862,485 were actually distributed to 276,000 persons. Distribution was made from Smyrna, and the amounts are, therefore, not included in the totals of this table.

(Footnotes <sup>b/</sup>, <sup>c/</sup> and <sup>d/</sup> are found on following page)

of arbitration will decide the individual cases. Before the signing of the contract, one substantial loss was suffered by theft from a warehouse of the Banque; this was taken to court, and the case was lost by the Commission.

During the last three months of 1942, the Banque Agricole acted as forwarding agent and also advanced the expenses for loading and transporting supplies by rail. However, since the beginning of 1943, the Division of Industrial Services in the Piraeus has taken over this function, as well as that of loading the trucks and caiques. Railroad transportation costs are paid in full at the time of loading. In transportation by truck and caique only three-fourths of the expenses are paid in advance, the other quarter being deposited with the Banque as a guaranty against loss en route. When the goods are delivered to the branch of the Banque in the Provinces, the one percent allowance for loss to which the proprietor of the truck or caique is entitled is taken into consideration and any loss beyond that is deducted from the deposit at a price somewhat over the current value of the goods on the free market. If the loss is greater than the balance held as surety, the Banque is instructed to seize the truck or boat. The legality of this procedure is doubtful; it has had to be done only two or three times and so far has not been tested in the courts. In such cases, the matter of the loss, theft, or falsification is submitted in a report from the Banque to the Delegate or to the Commission. If the loss is important and proof is at hand, the case is sent to the courts; all other cases are decided by a special Commission for Deficits which was formed by the neutral Administrative Commission for this particular purpose. If the Commission for Deficits has trouble collecting for losses, it has recourse to legal proceedings. Up to August 1943, 60 cases had been passed on by the Commission for Deficits and others were in the process.

(Footnotes continued from Table 11)

- b/ Only the city of Salonika and its immediate environs were included in the final plan. The total distribution originally planned for all of Greek Macedonia was 15,600,000 okes. This original plan was only 47 percent accomplished.
- a/ The Capital area, lying within Attika, is not included.
- d/ In addition, it was estimated that wheat would be needed for prisons and concentration camps, convents, refugees, and for unforeseen contingencies. The amount originally planned for these categories was only 139,000 okes, but it was apparently decided that not enough had been set aside for unforeseen contingencies and perhaps for concentration camps. In the final plan, 413,830 okes were allowed, but only 71,562 okes were distributed, a 17 percent accomplishment of the plan.

Delivery to the distribution centers of the Provinces is accomplished as follows:

After learning from its Delegates in the Provinces of any changes or modifications of the planned allotments of goods as a result of fluctuations in population or of military action (such as the burning of villages), the Division of Supplies for the Provinces sends to the Division of Industrial Services in Piraeus the list of shipments by rail, truck or caique and pays the shipping costs as described above. The shipments are consigned to a branch of the Banque Agricole (rarely to other banks), and the bill of lading is forwarded to this branch. A copy is given to the Commission's convoyer, or to the captain of the caique in cases where there is no convoyer (the occupation powers do not allow caiques to be convoyed).<sup>22</sup> Every day the Piraeus Office sends to the central office of the Banque Agricole a list of the shipments made the preceding day, and that office forwards instructions to the proper branches. These branches in their turn send word to the District Delegate or to the provincial Committee concerned.

In the meantime, the Piraeus Office notifies the Division of Supplies for the Provinces that the shipments have been made, and the latter office notifies the provincial Committees of the shipments and includes its instructions for the distribution. In those areas where the District Delegate is more closely associated with the distributing centers, the notification of the shipment is sent to him, and he is left to make the distribution he thinks expedient.

On the arrival of the merchandise, the branch of the Banque Agricole unloads it, counting the packages and checking against the bill of lading. Before it is stored in the warehouse of the Banque, the merchandise is weighed and a receipt made out, signed by the Banque and the Delegate, or a representative of the provincial Committee. This receipt is sent to the Commission in Athens, copies being kept by the Banque and the proprietor of the transportation medium. At the same time, a telegram is sent to the Commission notifying it of the safe arrival of the merchandise. At this time, any irregularity in the contents of the shipment is brought to the attention of the Commission jointly by the Banque and the Delegate or the Committee.

The Banque is responsible for any losses while the goods are en route or stored in its buildings, and, as a rule, it cooperates conscientiously with the Commission in establishing a satisfactory control.

Food may not be released from the warehouse except on a properly signed delivery order (bon du livraison) (see Appendix L). In the past, before the appointment of neutral Delegates, this regulation was not always properly enforced, but it is now firmly under the control of the Delegate and the provincial Committees. No order for delivery can be given orally. The written orders must be signed by the Delegate or by the legal representative of the Local Committees. In addition, under certain circumstances,<sup>59/</sup> the warehouses are locked with a double key, one of which is held by the Banque and the other by the Delegate or the Local Committee. At the time of Halger's report of August 1943, not all the warehouses of the Provinces were operating under uniform regulations, and steps were being taken to standardize the operation. In the large centers, the delivery orders are usually in the name of institutions or relief organizations, or in the name of the local bakers or grocers if distributions to the public are to be made through them.

At the central distributing points where goods are reshipped to local communities, they are weighed out in the presence of the legal representative of the Local Committee which has sent for them. He signs a receipt and personally accompanies the goods to their destination. The Commission in Athens is notified by telegraph of this reshipment of the supplies.

At the time of delivery, the branch of the Banque Agricole collects the total charge for the merchandise from the provincial Committees for the account of the Commission.<sup>60/</sup> On rare occasions the Banque has advanced the sum, pending its repayment by the Committee after distribution to the public, but usually the local communities raise the amount and deposit it with the Banque, repaying themselves after the goods are sold to the public. Each Local Committee has built up a reserve fund for this purpose by a small surplus charge to the public, which was approved by the Commission.<sup>61/</sup> The Banque also collects from the Local Committees its own expenses for unloading the supplies and transporting them to the Committee warehouses. Formerly it was the custom for the Banque to add to these the warehouse costs and incidental expenses, which at times assumed extravagant proportions; this abuse has now been obviated, as explained above by submission of all these expenses to the Commission in Athens through the main office of the Banque. The Banque accounts which are paid in the Provinces are verified by the Delegate or the Local Committee before payment is made.

Distributions to the public. Only in those provincial centers where it is convenient and practical are public soup kitchens operated for the very poor; it has usually been found more expedient

in the Provinces to give them up and distribute unprepared foods, because the people prefer to cook their own meals and because in the country districts wood can be found for the fires. In some instances, however, it has been necessary to establish new soup kitchens, particularly to care for the refugees of Thrace and Eastern Macedonia and those who have lost everything they possess, in fleeing from evacuated or burned villages. The foods distributed to the very poor include not only flour, but alimentary pastes, grits, and beans.<sup>62/</sup>

Distributions of flour to the public in the Provinces are made in general to non-producers on the basis of three okes of flour per person per month (see Part One, "General Principles of Relief"). In some centers (Salonika, Patras, Aeghion, Khalkis, Laurium, Eleusis and Salamis)<sup>62/</sup> bread, the weight of which is set at 140 percent of the weight of the flour used in it, is distributed daily by the bakers in rations of about 56 drammas per person. In some regions, the occupation authorities, apprehensive lest the people have too much food in their hands at one time and thus be able to provision the guerrillas, do not permit the distribution of three okes of flour. The price of the food is set by the Commission in Athens, and as a rule no additional charge to the public is permitted (see Appendix N). Everybody pays the small charge, with the exceptions noted in Part One.

The persons who have been designated as needy are registered and listed. In small communities, distribution takes place at the storehouse of the Local Committee. In larger towns, it is necessary to divide the town into districts in which the distributions are made by bakers or by grocers. Thus each grocer or baker has a list on which it is necessary for the person receiving rations to sign for himself and his family. These signed lists serve as evidence on behalf of the food merchant that the distributions have been made according to instructions. They are sent in directly to the Commission, or to the Delegate and then to the Commission, by the Local Committee.

In addition to these lists each Local Committee must keep a cashbook and a storehouse book in which are entered the amounts of food received and dispersed daily. As it is necessary for the books to be in good order, a Committee in a large center has to employ an accountant or secretary for this work. The books are examined periodically by the Delegate and serve as a countercheck against the account books of the Banque to which the original consignment was made. After every distribution each Local Committee must make up a detailed report on the reception and method of distribution of the food, expenses for transportation and warehousing, the reimbursement of the distributing agents (if any), control of the

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distribution, the accounting, etc. Also, they record the ration distributed to each person and the charge made for it; that is, the charge established by the Commission in Athens (see Appendix N). These detailed reports are sent to the Central Committee of the district, or to the District Delegate, who must verify and approve the reports before another distribution is made. If there are any irregularities, the Commission in Athens or the District Delegate must be notified. The District Delegate investigates irregularities, and if he finds that the Local Committee is at fault, he proceeds to reorganize it. Any complaints on the part of the public are also addressed to the District Delegate who investigates them personally. In the past, the Local Committees have not always been equal to their task, and instances of injustice or incompetence have been discovered and corrected; however, since the appointment of the District Delegates, the Commission is in a position to exercise much closer supervision over the personnel of the provincial Committees and suitable adjustments are made when irregularities come to the attention of the Delegate.

Effect of guerrilla warfare on relief distribution. In September Mr. Allard sent an Aide-Memoire to the effect that steps had been taken to stop the destruction of food supplies when villages were burned by the German and Italian soldiers. He was able to get cooperation from both the German and Italian commands in that they issued orders that no such destruction was to take place in the future; if it should occur by mischance, the District Delegate would have ample opportunity to verify the extent of the damage. The Italians promised that full restitution would be made; the Germans "held out the prospect of full compensation within the framework of the German plan." 64/

The occupation powers have forbidden distribution of food entirely in some areas where the guerrillas are active. As villages are burned the inhabitants, if they escape death, join the guerrillas and flee to another part of Greece which is still being supplied by the Commission. The occupation powers then forbid distributions in those areas also, and the number of regions receiving no food is increased. Under present conditions there appears to be no solution to this problem. 65/ Only one loss by guerrilla seizure has been recorded--that of a boat on its way to Volo.

Collection of empty sacks. The Banque Agricole is responsible for the return of empty sacks to the Commission. The sacks can be re-used in the Provinces only for the transportation of foods to Local Committees from central distributing points, and this only in exceptional cases. The Banque must collect a deposit from the users as a guaranty of the return of the sacks, as well as an interest charge. The Banque is responsible for their return at the earliest possible date.

This matter of the sacks appears to cause the Commission much trouble. Very few are received from overseas (they are considered as possible material for clothing and as such have not been permitted through the blockade), and they must be used and re-used for shipments to the Provinces. As a consequence, the bags reach a state of extreme dilapidation and must be constantly repaired. There are about 30 women constantly mending bags at the headquarters in Athens.<sup>66/</sup> In shipments to the Provinces, the contents seep out, causing wastage. At one time it was necessary to spend a considerable sum to purchase additional sacks in the free market, as it is difficult, because of the uncertainties of transportation, to get them back from the Provinces.

Transportation to the Provinces.<sup>67/</sup> Wherever it is possible, shipments to the Provinces are made by railroad, subject to the good will of the military authorities who must be asked for the freight cars. There have been interruptions of shipments because of military exigency, but in each case, though the shipments were delayed, the Commission was able to force a resumption of the trip by threatening to stop the supplementary rations for the railroad line workers (Part One, "Supplementary Rations"). With all their irregularities, the railroads offer by far the best means of transportation, with the least loss by waste and theft.

Trucks are used as little as possible, usually only for transport out from the Capital to the surrounding country in the Provinces of Attica and Boeotia, from ports to inland villages, or from railroad stations to surrounding villages. Of recent months, however, because of the increase in military traffic, railroad cars are less often available than formerly, and it is sometimes necessary to ship supplies by truck, even as far as to the southern tip of the Peloponnese, which is too long a haul for this means of transport.

The Commission has never had sufficient trucks of its own to take care of both the Capital and the Provinces. As a consequence, it has been necessary to use the services of private truck owners who have come to the Capital with merchandise for sale on the black market and who take the food of the Commission back with them on their return to the country. In each case, a contract is signed indicating, among other things, the cost of the transportation and the penalties in case of loss. The cost depends on the price the truck driver has been able to obtain for his goods on the black market, where he also has to buy his gasoline.

In shipping by caique larger quantities of goods can be transported at one time and at less cost than by truck. They are the only means of transport to the east coast of the Peloponnese,

certain sectors of Euboea, all of Epirus, to ports on the Gulf of Corinth, to Khalkis, and to Volo. No shipments were made to Epirus between April 1943 and the end of the year and none to the Cyclades from November 1942 to January 1944, because the use of caiques to these areas has been forbidden. Now that Italy has fallen, shipments to Epirus will probably be resumed in the near future, and an agreement has been reached between the warring powers for transport by small motorships to the Cyclades.

As mentioned above, there has been but one loss in caique transport through an act of war. A shipment on the way to Volo was seized by guerrillas, which led the military authorities to stop caique transport to that city for a time. In addition, two caiques foundered, one near Corinth Canal and the other near Patras; one entire cargo and part of the other were saved.

Insurance on caique transport is taken only against losses due to the war, and that only for the value of the sacks, as the cargo is irreplaceable in any event, and insurance rates are high.

Because the Commission permits the transport of no military supplies or food for the troops on caiques carrying its merchandise, the occasional offers by the military authorities of requisitioned caiques have always been refused.

Caiques are rented for the voyage only. A contract is always signed with the captain, covering the price and penalties for loss.

The occupation authorities require that no shipments by any means be made without previous notification; hence every week a list of the shipments for the forthcoming week is sent to them. They have absolutely forbidden the accompaniment of caiques by a convoyer, and, therefore, the captain is held responsible. Minor losses have been noted, but a convoyer is not believed to be absolutely necessary for this means of transport.

Convoyers must accompany shipments by rail and truck and have to stay with the goods day and night until they are delivered. <sup>CR</sup>

In areas where guerrillas are active, military guard for the transport of supplies from the center of distribution to the outlying villages is sometimes required by the occupation authorities.

Before February 1943, the cost of transport to the provincial Committees was charged to them by the Commission. Since that time, the Commission has assumed the expense of the transport of goods to the distribution centers, leaving the Local Committees the

payment of costs from that point to the individual communities. This system was established in order to lessen the cost of the food to the provincial communities. A further step in this direction was taken on the appointment of the District Delegates who organize the retransport to smaller localities so that the expenses will be equally distributed and the more remote communities will not have to pay the greater part of the costs.

Distribution of milk.<sup>69/</sup> The establishment of baby centers and children's canteens in the Provinces has not been very widely achieved, partly because it is difficult to find kitchens and installations suitable for this work and also because it is impossible, under prevailing conditions of transportation, for the limited staff of the Division of Child Welfare and Medical Care to keep a close supervision over the work of these enterprises. However, baby centers and canteens have been established in some centers, chiefly in the small towns and villages of the Provinces of Attika and Boeotia which are within convenient distance of the Capital. Volunteer local Children's Committees operate the installations. A close supervision is maintained over these by the Division of Child Welfare in Athens, whose staff makes frequent visits of inspection.

Further afield, in large population centers, such as Salonika, Tripolis, Volo, and Crete, volunteer local Children's Committees have also been formed. The District Delegate of the Commission is responsible for supervision over the work of these Children's Committees<sup>70/</sup> and checks their detailed reports which must be submitted periodically to the Division of Child Welfare and the Swiss Mission (see Appendix U).

Milk supplies are shipped to the local Children's Committees through the transportation facilities of the Commission, but since the Swiss Mission is responsible for the storage and disposal of milk, it requires separate control reports. It is for this reason that special committees have been formed for the distribution of milk.

Payment is presumably made in the same fashion as for the delivery of foods--through the Banque Agricole for the account of the Commission.

In a report dated July 14, 1943, Dr. von Fischer gives the following comparative figures, indicating the expansion of the program of child care in the Provinces during the period from April 1943 to June 1943.

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	No. of localities	No. of babies (0-2 yrs.)	No. of children (3-14 yrs.)	Food Sent			
				Pastes	Pulse	Grits	Tins of milk
April 1943	96	13,228	36,883	26,113	70,892	65,632	2,447
June 1943	152	30,866	133,587	56,062	62,947	100,615	7,619

In these figures are included the babies from 0 to 2 years who receive only milk, children from 3 to 5 years who receive both milk and food in the canteens, and finally the children from 6 to 14 who receive their food ration in the canteens but do not have the right to participate in the milk distributions. Dr. von Fischer notes that over 100,000 babies and children are receiving milk.

Distribution of medicines. Although no figures are available on the program for the distribution of medicines, it appears probable that most of the central distributing points for food also receive medicines.

A special local Medical Committee is appointed by the Swiss Mission (Division of Medical Care). It must include at least one doctor, and, if one is available, a pharmacist. Medicines are sent through the Banque Agricole to the Medical Committee, which is responsible for their safekeeping and distribution according to instructions of the Swiss Mission. The District Delegate is responsible for supervision over the activities of the Medical Committees. Both institutions and private patients are provided for. The same general rules for distribution and control are observed in the Provinces as in the Capital (see Appendix V). A list of the medicines being shipped and the prices to be charged to those able to pay is sent with every shipment. It is the duty of the Delegate to see that these charges are observed.

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Crete<sup>71/</sup>

Organization. Commission distributions of foodstuffs on Crete did not begin until February 1943. The supplies were sent to the port of Heraklion, the only harbor at which the Swedish ships were permitted by the occupation authorities to discharge their cargoes, and were reshipped to the other main distributing centers, Khanea, Rethymnon, and Ayios Nikolaos and, later, to the town of Sitia which was designated as a secondary distributing center to relieve the congestion at Ayios Nikolaos.

Originally, the administrative work of the central distributing point at Heraklion was performed by a Central Committee of unpaid members appointed by Helger at the time of his visit in September 1942. The Central Committee was later replaced by a paid office staff under the direction of the Delegate, with the former harbor master of Heraklion serving as office manager. The former Central Committee was kept in an advisory capacity only. At the other central distributing points, Central Committees were also appointed by Helger. Those at Khanea and Rethymnon were later reorganized by the Delegate, keeping their character, however, of volunteers.

In appointing the members of these Committees, care was taken to exclude as members persons not acceptable to the occupation powers; also holders of political office under the Greek Puppet Government, who were appointed for diplomatic reasons, were kept under special supervision. The occupation powers never interfered with the personnel of these Committees, though the Greek Puppet Governor tried to interfere on two occasions and was finally rebuked by the German authorities.

In the beginning, the Local Committees in the villages were under the control of the Central Committees of their districts. But as the Delegate gradually assumed more and more direct supervision, particularly in the Province of Heraklion, he was able personally to check distribution lists and adjust certain irregularities and injustices. The main difficulty was to ascertain those in real need of relief. The occupation powers on no occasion interfered in the distributions in the villages.

Plans for supplying Crete. In September 1942 Messrs. Allard, Junod, and Helger visited Crete for the purpose of making a survey of the situation. It was estimated that that time that 135,000 of the 400,000 on the island would need relief. This estimate has been proved more or less accurate by actual experience, though the Delegate was of the opinion the numbers would increase fairly considerably during the winter of 1943-44.

During the months of September, October, and November 1942, in the Provinces of Khanea, Rethymnon, and Heraklion the population

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was supplied by the proceeds of a 10 percent Government tax in kind levied during the late summer. Distribution of these supplies was managed indifferently well by the Greek Prefect. In December 1942, an agreement was reached with the German authorities to distribute to the needs of these three provinces 200 tons of grain which were to be paid back when the stocks of the Commission arrived. Distribution was made during December and January and was managed by the Central Committees appointed by Helger. Over and above the 200 tons agreed upon as a loan, the Germans distributed 400 tons of grain from their reserves for the civilian population; these supplies were not returned to the Germans by the Commission, but a supplementary reserve of 400 tons was set up by the Commission as an insurance against a delay of the Swedish ships in the future. In the fourth Province of the Island, Lassition, the proceeds from the tax in kind had held out longer and also the Italians had imported fairly large quantities of foodstuffs during the summer so that the extra supply during December and January was not needed.

At the end of February 1943, the "Camelia" arrived in Crete with a load of 1,886 tons of grain as well as beans, sugar, milk, grits, macaroni, and some children's clothing. Helger made a tour of the various centers and drew up plans for distribution to be carried on during February, March, and April. The plan was not worked out in detail, as he spent only four days on the island, but he specified the amount of both regular and supplementary rations which should be distributed in each province. The plan called for 135,000 regular rations of three okes of flour per person and 150 drammas of beans per month, plus a total of 555 tons per month allotted to public establishments, such as soup kitchens and hospitals. Transport difficulties delayed the execution of this plan in the three provinces other than Heraklion. Therefore, when the Delegate arrived during the latter part of April, it was necessary for him to complete the April deliveries before starting his own plans of distribution for May.

The program drawn up for May followed the same principles as the previous program, with some changes in the allotments to the different provinces and more detailed regulations with regard to the supplementary rations. The "Wiril," which had been chartered for service in the Aegean Sea, did not arrive until the end of May, and, therefore, the May distribution was delayed until the first of June. Local production, however, relieved the situation during the interval. The June program was drawn up in detail with allocations for every town and village and extra rations for each, the amounts allocated, however, being reduced as much as possible in order to build up a reserve for anticipated future delays in the trips of the "Wiril". The June distribution was not made until the end of July and the beginning of August, but again local production,

which fortunately exceeded expectations in certain districts, filled in the gap. In the middle of July, the "Wiril" made the last journey discussed in this report and brought with her a cargo sufficient to build up a substantial reserve for the period during which she went to Mytilene (August-September).

Transport. The calls of the Swedish ships at Heraklion are given below:

<u>Ship</u>	<u>Date</u>	<u>Cargo</u>
Camelia	End of February 1943	1,886 tons of grain, beans, sugar, milk, grits, macaroni, and children's clothing
Wiril	End of May 1943	893 tons of wheat, 100 tons beans, 40 tons sugar, 30 tons milk, 20 tons oats (sic. Obviously groats), 6 tons of semolina and 1.5 tons medical supplies
Wiril	Middle of July 1943	Same supplies plus 40 tons peas

The fact that the ships had permission to call only at Heraklion caused much inconvenience, not only from the point of view of transport but also because bombings had limited the storage space in Heraklion. Trucks could be used to transport supplies only between the central distributing points and surrounding villages; for the longer hauls, motor caiques were used. At first the caiques were independently owned and managed and charges could be arranged. Later in the summer, however, all these boats were requisitioned by the Germans, and negotiations for their use had to be carried on with the permission of the military authorities. When the Germans raised the wages of the crews to keep pace with the rise in prices, the freight rates by caique also rose somewhat, though they were still low as compared with those of motor transport.

Losses by caique were usually occasioned by poor sacking or were imagined because of discrepancies in scales, a difficulty obviated later by the order to carry with each cargo a standard weight for checking purposes. In spite of the fact that all cargoes for Crete were guarded by a convoyer appointed by the Delegate, there were some thefts. The few cases of pilfering were reported first to the Greek Police, who were quite ineffective, and then to the German and Italian Police, who cleared up a couple of thefts. The captains of the boats, who were held responsible for their cargoes and had to pay compensation beyond the allowed wastage of one-half of one percent, were penalized.

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Transport to other distributing centers was under the watchful eye of Greek and German and Italian Police, each acting as a check on the other. The goods were weighed at each end of the journey. From the distributing centers the shipment of food was managed by persons appointed by the Local Committees in the town and villages, and these Committees were responsible for the supplies until they were actually in the hands of the public. No new quantities were shipped until the previous allotment had been satisfactorily accounted for, both as to distribution and price charged.

Costs of loading and unloading the Swedish ships in the Piraeus were borne by the Athens Office of the Commission, except in the case of the "Camelia" in which certain charges were repaid by the office in Crete to the Athens Office. The goods were delivered f.o.b. to Heraklion at the rate of 10 drachmes the oke, with the exception of foodstuffs consigned to children's canteens. A detailed invoice addressed to the Delegate accompanied every cargo.

Unloading and storage in Heraklion. The unloading of the ships at Heraklion and the storage of the goods were personally supervised by the neutral Delegate. Guards were stationed at every possible point of entrance or exit from the scene of operations. There were also German controllers and guards who searched every Greek worker and who in this way recovered quantities of grain being smuggled out to the black market. One German soldier caught stealing grain was very severely punished.

Transportation to the storehouse, whether it took place in Greek or German military trucks, was under the supervision of a Greek guard personally appointed by the Delegate. Unloading at the warehouse was under the supervision of the staff of the Central Committee and the Delegate's staff, who checked each other at the weighing machines. The workers who carried out the actual storing were specially picked and comparatively well paid, and it was to their advantage to conduct themselves well as they would otherwise have been forced to work for the occupation powers; but they too were strictly controlled.

While the unloading was going on, daily reports were sent to the Delegate from each warehouse so he could follow the progress of the unloading and storing, each step of which he personally inspected. Although specially appointed officials were responsible for the storehouses, they were also inspected frequently both by the Delegate and the Bookkeeping Department of the Delegate's office. Every withdrawal and deposit was entered both by the storehouse and by the bookkeeping department. When the unloading was concluded, the Delegate drew up a report giving the details of the operations and the cargo and sent it to Athens.

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Distribution of food to the public. It had originally been intended to distribute flour to the public in Crete; but this project was abandoned because of insufficient milling capacity. As Helger reported after his visit in September 1942,<sup>72</sup> only one mill was operating on the island, at Heraklion; another mill, at Souda Bay, had been destroyed by bombardment. Also, it was felt more satisfactory from the standpoint of the consumers to let them decide how they wanted to use their grain, whether as flour for bread or as grits. The selection of those needing relief distributions was of necessity entrusted in the small villages to the Local Committees, except in the Province of Heraklion and in the larger towns of other Provinces where the Delegate was in a position to exercise a more personal control.

One of the principal difficulties in distribution was that of checking on the population, which, in large towns such as Heraklion and Khanea with average populations of 44,000 and 35,000 respectively, fluctuated constantly. It was not advisable to take a census, because, while it would have helped the Commission, it would have worked to the advantage of the occupation powers. Furthermore, as practically everybody took part in black market operations, in order to arrive finally at a just and equitable distribution of standard rations, it was necessary to examine each individual case, obviously a long and exhausting process. It was impossible to draw dividing lines between categories of the needy as stipulated in the rules drawn up for the guidance of Delegates.<sup>73</sup> Often members of the same family might be included in one or more such groups, or in none.

The standard rations were distributed by the grocers in the large towns on the basis of lists, and in the small centers directly from the Committees' storehouses. (Only in the Province of Lassition was the Banque Agricole, the principal shipping and storing medium on the Mainland, used as a storage agent.) In Heraklion and Khanea, special inspectors, appointed by the Delegate, supervised the distributions. The small centers also had their inspectors, and, in addition, no one who felt himself unjustly treated hesitated to go to the Delegate who always investigated personally. This personal direction had a good psychological effect.

Distribution of supplementary rations. Single soup kitchens had been found unsatisfactory for more than one reason, a plan was adopted in June under which supplementary rations were distributed to certain poor persons by the religious organization EOCHA or by a Committee specially designated by the Delegate. This extra ration amounted to one oke of grain once every two weeks, together with a certain quantity of beans or peas.

No supplementary rations were distributed to workers employed by the Germans or Italians. Occasionally a small extra ration was

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distributed to workers engaged in Commission business at the harbors, but as they usually sold this food on the black market, these distributions became irregular. The office workers at the Crete office, however, consistently received extra rations as a sort of bonus for work well done. Apart from these workers and the very poor mentioned above, only children, sick persons and some categories of prisoners received supplementary rations.

With the example of Athens in mind, where many children's canteens had to be closed because of substandard conditions, the Delegate was very cautious about opening them on Crete. His policy was to organize a few at a time so that their organization could be copied by those opened later. Such canteens were opened in Heraklion, Khanea, Rethymon, and the towns of Lassition. Later others were opened in the towns of Kastelli Pediaos and Apana Viannos in the Heraklion district. In Heraklion, the canteens, which had been established to care for the horde of ragged, neglected street children, became a model under the supervision of the Swiss wife of a Greek teacher. The children were fed, and they were also washed, instructed in matters of hygiene, and clothed, as far as possible with the garments available, by ECHA. The number fed in this way in Heraklion was 1,000; in Khanea it was 2,000. These children included infants who received only milk diluted with water or milk and gruel. The following rations were in effect:

Food Served in Children's Canteens

Babies: 0- 3 months	18 drammia milk daily <sup>a/</sup>
3- 6 "	30 " " "
6-24 "	18 " " and 20 drammia semolina gruel daily
Older children:	
2 years and up	20 drammia grits each 10 days
(The top age limit is not stated)	20 " macaroni " " "
	35 " beans " " "

<sup>a/</sup> This quantity represents the undiluted milk. The Delegate notes that the rations were the same as in Athens, where 120 drammia of water were added to each portion.

These rations were given in addition to the standard ration issued through the channels discussed above. The older children, who went to school, also received every day an extra bun containing raisins to make it more nourishing. The Prefects provided salt, oil, raisins, and fuel, and a number of rich families contributed meat and vegetables in addition to making contributions toward the buns.

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In towns where there were no canteens, nursing mothers and babies could secure milk on prescription at certain local hospitals which had obtained supplies from the Commission.

Charitable institutions received supplementary rations as they needed them in quantities per capita corresponding in general to those given above for the children's canteens. Such institutions received contributions from other quarters, and their need varied with the amounts of these gifts. Larger individual rations were given to the Sanatorium in Khanea and the lepers' colony on the Island of Spina Longa.

Rations to prisoners also varied according to their need. In principle, the Commission was to provide two good meals a day, but all contributions from other quarters were encouraged. The Greek prisoners held by the Italians received the same rations as the Italian soldiers, and consequently nothing had to be contributed to their food; the Delegate paid visits of inspection, however, to insure that they were receiving these rations. The Greeks imprisoned by the Germans were supposed to be fed by the Greek State, but because the State had insufficient supplies for the purpose, an extra allowance from the Commission was necessary. These allowances varied with each individual prisoner, depending upon the amount contributed by relatives or friends. Unannounced visits of inspection were made with no restrictions on the part of the military authorities. The civil prisoners also received individual consideration. The setting of a fixed ration was, therefore, impossible.

Charges for foodstuffs. At the distributing centers the charge for food brought on the "Camelia" was set at 250 drachmes the oke for grain and 600 drachmes the oke for beans, while sugar and milk were distributed free. The small villages which had to send representatives to the distributing centers for supplies bore the cost of transport from the center to their own locality and added it to the charge for the food to the consumer. In some cases the Italians and Germans provided free transport, and the charge to the consumer was lower.

When the "Wiril" arrived, the charge to the local distributing centers was set at 100 drachmes the oke at the distributing center in Heraklion, which then paid the cost of transport to the local distributing centers. The charge at the local distributing centers was fixed at 130 drachmes the oke for all foodstuffs except those for the children's canteen which were provided free. Distribution to the public in the local centers was made at an additional charge of 30 drachmes the oke to cover the expenses of the grocer or the Committee making the distribution. So that the cost to the public in the small villages would not be too high, Local Committees were charged 75 drachmes the oke at the distributing center; they then paid their own transport costs. As transport costs caused the charges in some villages to be considerably higher than the average, the Delegate wherever possible

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persuaded the richer citizens to pay the excess so that the price to the consumer could be kept down to 60 drachmes the oke. However, all the charges were considered low. Only the charge for the sugar brought by the "Wiril" was on a higher level. It was dictated by the "Hallaren" Agreement and was set at 5,600 drachmes the oke, but even this charge was well under the price of 20,000 drachmes the oke on the free market.

Distribution of medical supplies. The hospitals were largely dependent upon the medical supplies given them by the Commission for the care of their patients. It proved necessary to set up doctors' Committees in the distributing centers and in three or four other places as well in each province for the distribution of medicines to individuals not registered in the hospitals. The necessity for strict control was emphasized to these committees, and in many cases it became so strict and technical that the Delegate had to step in so that some persons in real need should not go without. The Delegate requested that a doctor be sent down from Athens to look over the situation and his visit was agreed upon.

The greatest dangers from the standpoint of general health were tuberculosis and venereal diseases. The cities of Heraklion and Khanea were so overcrowded that families often had to be crowded into a couple of rooms, and the danger of infection from tuberculosis was very great. Inadequate resources existed to combat venereal diseases, and the drastic regulations passed to prevent their spread were insufficient to eradicate the conditions which caused them.

Medical supplies were distributed free to the poor, but those who could afford it paid a small price. As a rule, the rich were not eligible to receive supplies from the Commission but had to buy their own on the free market.

Contributions by occupation powers. In addition to the distributions of German grain mentioned at the beginning of this section, the Germans contributed indirectly to Crete's supply by importing commodities for fighting parasites on grapevines and olive trees. They also provided motor fuel to a number of fishermen, and the fish caught were distributed to the poorest civilians at a low price on fish cards. This system is mentioned by the Delegate as having been applied in Rethymnon on the initiative of the Commandant.

The Italians' contribution consisted in the import to Lasition of large supplies of foodstuffs, which were distributed among the civilian population. They also provided food rations for Greek police and political prisoners. The General in command in that province also personally made contributions to the children's home and issued bread rations to the very poorest people in Neapolis.

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Control of native produce. Military requisitions could be made only by responsible officers on requisition orders issued and registered with the military administration. After personal inspection the Delegate reported that he was satisfied that only small scale requisitioning was taking place. At no time was there any objection to his obtaining any information which he wished regarding these matters. The violation of private property by any individual soldier was very severely punished, and whenever soldiers took meals in Greek restaurants (which was seldom), according to the observation of the Delegate, they paid the regular price for the meal.

The peasants naturally submitted figures as low as possible to the authorities on the amount of their production. However, the Delegate obtained fairly reliable information concerning the crop of 1942 which was below the prewar average for both grain and olive oil. Though the final figures for the 1943 crop were not yet in at the time of latest reports received, signs indicated that the grain crop was fairly good in Heraklion, but rather poor in other districts, and the prospects for the olive oil crop were uniformly bad.

The State levied a tax in kind of 10 percent on the smaller producers and an additional 10 percent on the wealthier producers. It was hard to collect, as the Greek Puppet Government did not have the necessary authority to enforce the collection. Therefore, the Germans and Italians provided field police and soldiers to enforce the tax, which gave rise to the rumor that they were making large-scale requisitions. However, the Delegate was of the opinion that the proceeds were intended solely for the consumption of civilians.

The proceeds of the 1942 tax in kind were distributed by the Prefects. As the Delegate was not altogether satisfied with this method of distribution, he instituted negotiations to secure for the Commission the task of distributing this grain as well as its own. It was finally agreed that the Commission should be permitted to distribute half of the grain collected for the first 10 percent tax in kind and all of that for the supplementary 10 percent. The balance was to be distributed by the Greek Governor among public officials who would then be excluded from corresponding distributions through the Commission. By this system, indirectly, the Commission insured the means of checking on the grain distributed by the Governor.

Most of the grain was retained by the peasants and sold on the black market. There was much bitterness in the larger towns about these people who "took advantage of their position as producers to make a fortune on the free market." (The peasants' side of the story would probably be that they were thus keeping it out of the

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hands of the Germans.) The chaotic conditions obtaining on the free market made it practically impossible for the Delegate to do any planning in local food production, though by means of a constant study of price lists he tried to keep abreast of the operations.

An Italian firm had for a long time obtained considerable quantities of oil in exchange for grain, sugar and other products. During the summer of 1943, however, it achieved poor results, particularly after the home grain harvest had commenced. Some oil, part of the proceeds of the tax in kind, was distributed through the Greek Prefects to various institutions and to public officials during the summer. About 73 tons were exported by the "Wiril" to Athens, but further export was restricted by an insufficiency of barrels for transport. Much was presumably smuggled out to the free market in Athens.

About 1,200 tons of the 1941 raisin crop were exported by the "Camelia" to Athens and about as much of the 1942 crop by the "Wiril" to be distributed by the Commission in Athens at cost price (see Appendix F).

It has not been possible to present as complete a picture of the work of relief distributing on Crete as in other localities because of the fact that the report of the Delegate, Dr. Torgny Save-Soderbergh, is lacking in details. However, it is the opinion of those familiar with the relief work throughout Greece, that the efficient organization on Crete might well serve as a model for that in other provincial localities.

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Salonika 74/

Organization of distribution. Distributions are made in various ways in Salonika, depending upon the product to be distributed. Flour for bread is distributed to the bakers of Salonika and of towns for 15 kilometers around, and distribution of the bread to the public is regulated by bread cards and lists. Foodstuffs, in limited quantities, are distributed to public soup kitchens, charitable organizations, and hospitals in the city, its environs, and further afield, to the capitals of the provinces from which they are distributed to the smaller communities. Prepared milk is issued in the children's centers of Salonika and some of the larger cities of Macedonia. Medicines, also, are either sent directly to institutions or are distributed to individuals from the Commission's Dispensary in the city and by the Regional or Local Committees in the country. Distribution through the grocers was made but twice between December 1942 and September 1943, when sugar, put at the disposition of the Commission by the occupation authorities, was made available to the public in this way.

The bread cards and the new food cards, which were issued in July by the State when the first distribution of sugar was made, are under the control of an organization called Service Autonome du Ravitaillement de la Macedoine (SARM), with which the Commission cooperates very closely. This service was founded in December 1941, just a year before the Commission arrived, and its existence seems to have made the distributions in Salonika easier for the Delegate of the Commission (R. de Gyllenram).

Wheat distributed in Salonika has come from German importation, from the Greek Ministry of Food, and from Canada. The prepared milk and medicines have come from Switzerland, the United States, and Canada. It is not clear from our reports just where the Delegate got the other foodstuffs which have been distributed; probably from the Commission in Athens, and the State.

The only products which were distributed during the first seven months of 1943 with any regularity were wheat products and milk. Dried vegetables and raisins were distributed as they became available. Table 12, taken from the report of the Salonika Delegate, indicates the supplies distributed from February 1, 1943, when the Commission commenced distributions, to July 31, 1943.

The flour sent to the provinces was for those suburbs within a distance of 15 kilometers from the city.

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TABLE 12

Distribution of Supplies in Salonika and Environs  
February 1, 1943 to July 31, 1943  
(okes unless otherwise indicated)

Categories	Bread Flour	Fine Flour	Wheat	Semolina	Aliment- tary pastes	Grits	Bran	Beans	Lentils	Peas	Raisins	Powdered Milk (kgs.)	Condensed Milk (tins)	Evap- orated Milk (tins)	Kilm (tins)	Sugar (kgs.)	Cod Liver oil
Bakers of Salonika	5,384,829	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Philanthropic institutions	7,609	--	--	--	796	850	--	5,258	--	--	234	--	--	--	--	--	--
Soup Kitchens (Systite)	198,354	--	--	10,265	95,212	23,071	--	167,198	53,200	1,730	22,576	--	912	6,000	--	390	--
Philanthropic institutions for poor children	5,766	105	--	1,280	2,520	1,522	--	11,125	--	543	2,025	45	960	2,400	--	--	--
Hospitals	--	--	767	--	2,601	1,679	--	9,901	--	--	1,128	--	144	--	--	--	6
Prisons & concentration camps	10	--	1,536	2	1,510	2	--	4,692	2	8	94	--	--	--	1	--	--
Swiss Home	100	--	--	500	601	540	640	--	98	828	250	--	10,533	--	123	20	122
Milk service	--	--	--	24,744	--	1,684	209,735	--	--	--	2,887	11,210	27,403	67,683	528	3,828	--
Various	91,218	12,212	5,552	780	11,104	3,608	370	33,695	439	3,837	1,428	275	3,177	329	24	3	24
Shipments to Provinces	5,687,886	12,317	7,855	37,571	114,344	32,956	210,745	231,869	53,739	6,946	30,622	11,530	43,129	76,412	676	4,241	152
	250,215	--	508,906	7,793	23,502	8,388	1,560	314,129	1,200	2,700	6,699	1,632	2,025	2,737	636	--	2,737
Total	5,938,101	12,317	516,761	45,364	137,846	41,344	212,305	545,998	54,939	9,646	37,321	13,162	45,154	79,149	1,312	4,241	2,889

Source: State Department Dispatch from Stockholm, No. 2575, December 11, 1943, Item 2.

0000919

In July 1943, the prices in effect for certain foodstuffs were as follows:

<u>Foodstuffs</u>	<u>Commission Charge</u>	<u>Price on Free Market</u>
		(drachmes per oke)
Bread flour	130	-
Alimentary pastes	600	9,000
Fine flour	200	5,000
Semolina	200	6,500
Grits	150	2,500
Soap	500	20,000
Beans	78	2,000
Lentils	78	2,000

Unloading of wheat ships from Canada. Up to the end of July 1943, three shiploads of wheat had come to Salonika from Canada. The ships, the dates of arrival, and the size of their cargoes were as follows:

		(metric tons)
Bardaland	Arrived February 23, 1943	2,974
Bardaland	Arrived May 27, 1943	3,800
Camelia	Arrived May 27, 1943	2,429

The ships anchor about three or four hundred meters from the mill, located on the quay, in which the wheat is stored until it is ground. The wheat is unloaded from both sides of the ship at once into lighters of 50 to 60 tons capacity. A checker (an employee of the Commission) stands on each side of the ship to oversee the unloading. When the lighters are full, they are towed by tugboats to the mill-quay and a checker rides on the tugboat. The wheat is taken directly into the mill by means of an elevator which has a capacity of 30 to 35 tons per hour, or 400 tons per day. A sample of the wheat from each lighter is examined in the laboratory for the information of the miller.

The wheat is conveyed from the elevator to an automatic scale of 400 kilograms capacity. This process is overseen by the chief controller and an assistant. The scale is checked every three or four hours by pouring a quantity on the scale into a sack and reweighing it on another verified scale; corrections are then made in the automatic scale. From the scale, the wheat runs into a precleaning apparatus and from there into the silo (4,500 to 5,000 tons capacity). Every step of this process is under the supervision of the two controllers who are on duty day and night. The chief controller reports daily to the Commission's mill expert, noting weight of wheat, number of lighters discharged, and the stage the work has reached.

Milling. There is but one mill in Salonika, the Allatini. It has three separate milling units, one of which is in use by the Commission and the other two by the occupation powers. There is no pos-

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sibility of a mixture of the two supplies because silos and milling machinery are quite separate from each other. The Commission seems to have found it rather inconvenient, however, for the unhampered movement of its inspectors, as the mill is under constant military guard.

One hundred tons of wheat can be milled at a time in the modern milling unit. The flour is milled to 92 to 93 percent bread flour, four percent macaroni flour, one percent semolina and three percent bran. The product is analyzed at every step of the milling by three chemists, one from the Commission, one from the State and the third from the mill. A separate analysis is kept for each cargo (lighter); it is sent daily to the mill expert of the Commission, who, together with the Accounting Service, figures the output.

Semolina, of which the yield is about 15 to 20 tons a month, is used for the children's canteens. Macaroni flour, amounting to about 60 tons per month, is sent to the two macaroni factories to be used in alimentary pastes. These factories are under the Commission's mill expert's direction and control; they operate under contract with the Commission and must work according to instructions of the expert. Chemical analysis is made at each stage as in the milling of flour. The macaroni is used in children's canteens and hospitals and charitable institutions. Bran is exchanged for fresh milk. The flour is loaded on barges and taken to the storehouses of the Commission on the quay; from there it is distributed to the bakers. The expenses of milling calculated by the Delegate's office for July 1, 1943, are shown below. The costs are in drachmes per oke of wheat ground.

(drachmes per oke)		(drachmes per oke)	
Discharging	.90	Insurance fund for	
Fuel	11.10	miller's workers	3.00
Wages and salaries	11.78	Insurance fund for	
Food for personnel	5.25	baker's workers	3.88
General expenses	1.30	Bread fund	.0256
Insurance	.16	Profit of dealers	
Upkeep and repairs	1.47	in flour	<u>5.00</u>
Amortization	1.75	Total	11.9056
Industrial		Total forward	<u>35.21</u>
compensation	<u>1.50</u>		
Total	35.21	Total per oke of	
		wheat ground	47.1156

In Salonika, the local taxes normally amount to about 75 percent of the cost of the milling, but these were waived for the benefit of the Commission.

**Bread-making.** The amount of flour to be allotted to each baker is determined by the SARM on the basis of individual cards and group lists

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(see "Control of Distribution" below). The Office for the Distribution of Flour of the Commission is notified, and it makes up the delivery orders for each baker and delivers sufficient flour to the flour merchants to cover the allotments of the bakers in their districts. These merchants deliver the flour to the individual bakers, who compensate the merchant for this service at the time of delivery. As figured by the Delegate's office, the expenses of the bakers in Salonika, unlike those in Athens, include certain expenses of the miller. Also, the baker in Salonika received a profit of 11,000 drachmes per 225 okes of flour, as of August 6, 1943, whereas in Athens, in March 1943, the profit of the baker was 6,000 drachmes per 250 okes of flour (see Appendix O).

A Committee for the Control of the Bakeries has been set up in Salonika. It is composed of one representative of the Commission, one from the professional organization of bakers in Salonika, and State representatives appointed by the Governor General of Macedonia, including a senior public official who is the President of the Committee and a State chemist. This Committee has fixed the mean weight of the bread at 143.5 percent of the weight of the flour contained in it. It is responsible for analyses of samples of the bread, it cooperates with the control service of the Commission and suggests remedies for failures of control, and it examines derelictions on the part of the bakers and imposes penalties within its administrative jurisdiction, without recourse to legal proceedings. Apparently, this Committee has considerably simplified control of the bakers for the mill expert of the Commission. There is no such body in Athens, and the Commission has had to deal directly with the bakers there, a system which has been found extremely inconvenient.

In August 1943, a special service was instituted to survey black market operations, with the purpose of preventing pilfering of the Commission's stocks by stopping certain loopholes in the control and collaborating with the official police. No action had been taken at the time of latest reports.

The Delegate and his staff in Salonika began to distribute bread in that area on February 1, 1943. During the months of February, June, and July, bread was furnished for the whole population of the city and for villages within a radius of 15 kilometers. In March, bread was distributed until the 26th of the month, when the stocks became exhausted. Distribution was started again on April 7, with native grain obtained from the Ministry of Food, and continued until May 4. Then it was discontinued once more, to be resumed on May 28, when flour from the Canadian imports again became available.

From December 16, 1942 to January 31, 1943, 3,000 tons of Banat wheat, imported by the Germans, were milled and the bread distributed

by the SARM. From January 31, 1943, to the arrival of the first Canadian wheat ship on February 23, 1943, 1,302 tons from the same source were milled and distributed by the Commission.

The following figures indicate the amount of wheat available for bread distribution in Salonika and environs from December 16, 1942 to July 31, 1943:

<u>Date</u>	<u>Source</u>	<u>Wheat (tons)</u>	<u>Distributed by</u>
12/16/42 - 1/31/43	Banat wheat	3,000	SARM
2/ 1/43 - 2/23/43	Banat wheat	1,302	Commission
2/24/43 - 3/26/43	Canadian wheat	2,974	Commission
4/ 7/43 - 5/ 4/43	Native grain (Wheat, barley and maize)	635	Commission
5/28/43 - 7/31/43	Canadian wheat	6,229	Commission
8/1/43	Wheat remaining on hand	1,212	

The average daily consumption of flour in February was 45,000 okes. It had fallen to 34,000 okes a day in June and July. This drop was attributed to the departure of the Jews from Salonika and the elimination of 18,000 false bread cards.

Control of distribution. The bread card system, initiated under the direction of the SARM in December 1941, was adopted by the Commission on February 1, 1943. The operation of distribution is as follows:

In the city of Salonika, bread cards are issued by the State. These cards are collected by the bakers and each baker must submit his cards to the SARM which determines from them the daily flour quota of the baker. This quota is entered in a special record book by the SARM, which notifies the Commission's Office for the Distribution of Flour of the daily quota of each baker in the city. At the end of each month, the SARM presents an account for each baker to the Delegate's office where it is balanced and the baker is paid for the month.

In the surrounding villages, lists are drawn up by the Prefect and approved by the police. The bakers of the villages receive their quota of flour in the same manner as the bakers of the city, and the records are kept in the same manner, the lists serving in place of the bread cards.

For refugees from Bulgarian-occupied territory in Salonika, lists are drawn up by the Planning Service of the Governor General of Macedonia. These lists also are concentrated in the office of the SARM.

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For the police, lists are drawn up by the Director of Police and the commissariats.

For institutions and clinics of Salonika, lists are drawn up by the director of each.

In the Office for the Distribution of Flour, an account is kept for each baker, a file copy of each delivery order is issued for his account, and a complete list of the delivery orders is issued for each distribution. In addition to the copy of the individual delivery order issued for the baker, one copy is sent to the Accounting Service, another to the Service for Bread, and a third to the warehouse of the Commission. The warehouse also receives the complete list of delivery orders which it must check as the individual delivery orders are filled.

From its external control service, from the State Legal Service, and from the State office for the issue of the cards, the SARM secures the information on changes in address, movements of the population, and births and deaths which it needs to keep its card and list records up to date. At the end of July, the number of bread cards in circulation was 312,697. These were good for the ordinary ration of 60 drammas of bread. In addition, supplementary rations of 40 drammas per person were issued to workers and employees of public utilities (see Part One, "Supplementary Rations"). The SARM keeps a record of the supplementary rations distributed each month by the bakers.

The Commission has 12 controllers working in teams of two who make a constant circuit of the 257 bakeries in the city and suburbs. Each bakery receives two visits a week at which samples of the bread, the leavening agent, and the flour are taken for analysis by the special committee appointed for that purpose. The controllers also check on the general cleanliness of the establishment and its personnel and the baker's observance of instructions from the Commission. Any infractions of the rules are reported to the special committee, which investigates each case and makes its decision accordingly.

Distribution of foodstuffs in Salonika. There are not enough foodstuffs to distribute to everyone, and, therefore, the Commission has limited the distribution in Salonika to children's canteens, hospitals, charitable enterprises, and soup kitchens for the refugees.

The distribution is accomplished by a Central Committee of Distribution composed of persons of known reputation under the Presidency of the Archbishop of Salonika, Monseigneur Gennadios. A member of the Commission Delegate's staff sits in on the sessions and acts as liaison between the Committee and the Commission. A list of the groups eligible for the foodstuffs is given to the Delegate by the Committee. The Delegate's staff makes the distribution. The total number of eligible persons by groups as of July 31, 1943, was as follows:

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Children's canteens (number of children registered)	40,000
Refugees' soup kitchens (number registered)	30,000
Hospitals, charitable enterprises, prisons	10,000
Total	80,000

Enough food for 15 to 30 meals per person is furnished monthly to these groups, according to the amount of foods available in the stocks of the Commission. The foods are alimentary pastes, semolina from the Canadian wheat, and legumes. Also a small quantity of raisins has been distributed.

There was distribution to the population in general of only one foodstuff--600 tons of sugar from the occupation powers. On the first occasion, July 27, the sugar was distributed to all the people of Salonika in lots of 300 drammas per person, which amounted to a per capita monthly ration of 100 drammas, retroactive for April, May, and June. The second distribution, in the amount of 200 drammas for the months of July and August, took place about August 20. Another distribution of 100 drammas was scheduled for September. The distribution of the sugar was made on the basis of new food cards, 288,254 of which had been issued by the SARM by the 30th of June. The distribution was under the control of the Delegate's staff, through a group selected to handle this special distribution.

The first distribution was made through the grocers, a central grocer receiving delivery for all the local grocers. In this distribution, 277,618 kilograms went to the population, an additional 1,310 kilograms were allotted to the hospitals and charitable enterprises, and 6 tons were reserved for the use of the children's milk centers. This left 86 tons of the 375 tons available. This first distribution was made to the large centers of the provinces of Macedonia, as the Germans had previously distributed 180 tons through the Banque Agricole to the country people of the provinces.

Distribution in provinces of Salonika district. Distributions in the provinces of the Salonika administrative district are made through Regional Committees of Distribution, in the capital of each province, and village Local Committees, who receive their foodstuffs from the Regional Committees.

Each month the Central Committee of Distribution at Salonika meets to distribute the foodstuffs put at its disposal by the Commission. The allocation is made according to lists which have been drawn up by the provincial distribution committees and checked by the Delegate of the Commission.

Each Regional Committee, warned of the approaching distribution, sends a representative, authorized to accept delivery of the foodstuffs, to the Distribution Center of Salonika. The amount received is in turn distributed to the Local Committees.

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The foodstuffs are destined primarily for children's canteens and public soup kitchens which are financed by the State, and which have registered the persons recognized as indigent by the Local Committees, the lists having been approved by the Delegate in Salonika. Food is also sent to hospitals, orphanages, charitable institutions and prisons, and also to prisoners in concentration camps. The daily ration is 40 dramma per person. In communities in which the number of the needy is too small to justify the establishment of a soup kitchen, unprepared foods are distributed by the Local Committees to be cooked by the people at home. Each recipient signs after his name on the list on receipt of his ration. This sort of distribution is made only on special order of the Delegate.

The foodstuffs distributed are semolina, grits, macaroni, dried vegetables, and flour (for the mountain villages).

After each distribution, the Local Committees have to submit a report on the distribution mentioning the following points:

1. The quality and state of the foodstuffs received.
2. Institutions to which the foods have been distributed.
3. Distributions of unprepared food, with names of persons and amounts of ration.
4. Distributions in places other than those indicated in the original list; omissions from the lists for distribution and reason; additional distributions made in villages already on the list and reason.
5. Expense sheet showing how expenses were covered and the balance remaining at the disposition of the Commission.

In periodical visits made to the centers of distribution, the Delegate has found that the distributions, as a rule, are made very fairly. He also reports that in those centers where there are constantly increasing numbers of refugees from Bulgarian-occupied Macedonia, the Local Committees care for them first of all and are very solicitous for their welfare.

Many requests for help from other regions of Macedonia could not be granted because of insufficient supplies of food.

Collection and distribution of fresh milk. When the Delegate of the Commission and his staff first arrived in Salonika in December 1942, the amount of milk available in Salonika was insufficient for the demands made upon it, and, therefore, the Delegate's office drew up a plan for utilizing fresh milk from the surrounding countryside. This milk was originally distributed free to babies in the milk centers and, at a price of 600 drachmes the oke, to philanthropic institutions. Later, when milk from Canada began to come in from Athens, the distribution of fresh milk was restricted to the hospitals and charitable institutions at a price which has increased from 600 drachmes the oke to

800, and then to 1,000, drachmes the oke. This price is half that on the free market and the milk is far superior in quality. The total amount of fresh milk distributed to the public through one medium or another from January to July 1943 was as follows:

Distributed free:		(okes)
Commission's baby centers	53,647.25	
Children's canteens	1,189.00	
Jewish concentration camps	<u>1,161.00</u>	
Total		55,997.25
Distributed against payment:		
Hospitals	36,708.75	
Orphanages, etc.	<u>14,923.00</u>	
Total		51,631.75
Wastage		140.00
Balance in warehouse		<u>74.00</u>
Total amount collected		107,843.00

About 1,000 okes of fresh milk are obtained from the producers on a system of exchange similar to that in operation at Athens. Bran from the milling of the wheat and cottonseed cakes bought from the office of the Governor General which can be used as feed for the cattle are exchanged for the milk. The exchange rate has varied with the fluctuation in prices on the free market; it is fixed by the Commission in collaboration with the Veterinary Service of the Governor General of Macedonia. When the service was started, the proportion was two and one-half okes of feed to one oke of milk; it was then changed to two okes of feed to one oke of milk; in August 1943, it was two okes bran and one-fourth oke of cottonseed cakes to one oke of milk, but it was anticipated that the proportion would again become two okes of feed to one oke of milk. The amount of feed used for exchange to the end of July 1943, was as follows:

<u>Bran</u>		<u>Cottonseed Cakes</u>	
	(okes)		(okes)
Amount collected	211,868.50	Amount received	49,000 <sup>a/</sup>
Amount distributed	<u>211,671.50</u>	Amount distributed	<u>48,032</u>
Balance in warehouse	197.00	Balance in warehouse	968

<sup>a/</sup> Bought from the State at the price of 210 drachmes per oke.

The collection of the milk is somewhat complicated by the fact that there is no organization of milk producers. Therefore, it has been found expedient to adopt the following system:

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Five collection centers are operated by the personnel of the Commission, three in the suburbs of Salonika and two in the city itself, one the Central Depot. Collection in the outskirts of the city is made by the heads of groups of producers who bring the milk to one of the three collection centers in the suburbs and take back the bran and cottonseed cakes given in exchange. Originally five groups of producers supplied the milk, but, with a decrease in the amount of the milk collected, three now supply it. The head producers are responsible for the quantity and quality of the milk collected and are paid 20 drachmes per oke for their trouble; they are paid 30 drachmes per oke on the feed and allowed a loss of three percent in the distribution to the individual producers. Milk for the two centers in the city is collected directly from the individual producers and the feed is distributed directly to them by the Commission's own trucks and employees. After collection, the milk is analyzed for fat content in a simple laboratory in the Central Depot. The mean fat content is 3.3 to 3.5 percent.

A truck, convoyed by an employee of the Commission, brings the milk from the collection centers to the Central Depot for pasteurization by a specialist who has his own installation with a capacity of 2,000 okes. The Commission pays him 100,000 drachmes a day on contract. More than 100,000 okes of milk have passed through his plant, and the Commission has never had to complain of wastage.

The Governor General of Macedonia granted the Commission the right to requisition 1,000 okes of milk a day in case the producers should refuse to exchange. Up to the middle of August, however, there had been no refusals, as the producers are only too glad to have the feed for their cattle. The exchange system has been of real service, not only to the babies and invalids who receive the milk, but to the cattle raisers. The greatest difficulty experienced has been lack of transportation facilities. Since the report from Salonika was written, however, two trucks have been sent there to relieve the situation.

Distribution of processed milk. The Commission operates 18 baby centers, providing prepared milk to 8,985 children, a number which was expected to rise to 9,250 after August 16, 1943. In addition, 250 children receive milk in a center in one of the children's canteens, which is run by a women's charitable society, but is under the direct control of the Commission. About 520 children are supplied in two other children's canteens, and four charitable institutions receive milk for about 230 children.

The rations in the Commission's baby centers and the children's canteens, determined according to age, are as follows:

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3 to 8 months	500 grams (about 156 drammia) <sup>a/</sup>
8 to 10 months	400 grams (about 125 drammia) and 40 grams semolina <sup>b/</sup>
18 months to 5 years	250 grams (about 78 drammia) and 60 grams semolina <sup>b/</sup>

<sup>a/</sup> Also given to about 400 sick children.

<sup>b/</sup> The semolina is distributed once a week in amounts of 280 and 420 grams per child, depending upon age group.

Institutions receive 250 grams per child, regardless of age. The daily consumption, however, is as follows:

(in litres; 1 litre = 1 kilogram)

3 to 8 months	551.5
8 to 10 months	853.2
18 months to 5 years	1,437.25
Health colonies	<u>325</u>
Total	3,167

With the exception of two, all the baby centers are located in connection with children's canteens or the public soup kitchens, whose personnel assists in the preparation of the milk. The personnel is paid by the canteens or soup kitchens, and the additional time put in for the baby centers is compensated for in foodstuffs from the Commission. The directress is always appointed by the Delegate, and the personnel is unpaid except for the payment in foodstuffs. Distribution begins at 6:30 a.m. so that it may be finished by 9 a.m. In case the directress is absent, the Delegate's staff is notified, and it sends down one of its own inspectors to replace her.

All children under three must be registered in the "Patrioticon." The registration card, the weight card, the birth certificate and the family's identification card must be presented to the Commission by the parents or guardians. The weight cards are checked every 15 days. For children over three, who are not registered in the Patrioticon, the Commission requires the birth certificate and the family's identification card.

Registration is made at the Central Bureau of the Commission, which issues and files alphabetically an individual card (good for six months) for each child. In the children's centers, duplicate registration cards are filed according to order of the child's entry. The Civil Registry regularly notifies the Central Bureau of changes in the child population of the city.

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Sick children from 5 to 12 years old are examined by a doctor designated by the Commission and generally receive milk for a month in the children's centers.

If a mother has no milk for her baby, on certification of a doctor of the Patriotic Commission, the Commission issues her milk for a period of three months from the birth of the baby.

A charge of 1,000 drachmes per month per child is made to all, with the exception of orphans and children in families absolutely destitute for whom compensation is made by a very limited number of families in better circumstances, who pay twice the set charge per month. Up to the time of this report, apparently all the children in the city, regardless of the family's circumstances, were given milk. It was anticipated that in the future the number would be limited to those who were too poor to afford the prices on the free market.

Control is effected as follows: the milk is delivered on the presentation of the baby's card on which the date is checked. Each center has a list by categories on which it is noted each day whether the milk has been called for. These lists also indicate the consumption of milk by category, the amount taken from stock and the balance in the storeroom.

A director appointed for the centers makes a personal visit to six or seven centers a day, each center receiving two or three visits a week. These visits are made during the hours of distribution, on different days of the week, and at different times of the morning. Assisting the director are four young volunteers who check the stock, the number of children, and the efficiency of the distribution. During his visits, the director measures the density of the milk by a thermodensimeter, while his assistants take samples which they give to him for analysis.

The extent of the service of the Commission's baby centers is indicated by the following figures:

To the month of March 1943	13 centers with 3,819 children
To the month of April 1943	12 centers with 3,281 children <sup>a/</sup>
To the month of May 1943	12 centers with 5,622 children <sup>b/</sup>
To the month of June 1943	18 centers with 7,691 children <sup>c/</sup>
To the month of July 1943	18 centers with 8,893 children

- <sup>a/</sup> Departure of the Jews.
- <sup>b/</sup> Influx of refugees.
- <sup>c/</sup> Extension of the age limit.

Milk is also distributed in various cities of the provinces, such as Arnea, Verria, Edessa, Katerini and Nigrita, on the same basis as in

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Salonika. The total number of children served at present in the provinces is 1,400. The milk comes partly from the United States and partly from Switzerland.

Distribution of medicines. Medicines are distributed to the sick at home and in the hospitals in both Salonika and the provinces. Most of the sick are cared for at home, and drugs are obtainable on the free market or in the pharmacies. The service is modeled on that at Athens, involving a central bureau, a warehouse and a dispensary. On their arrival in Salonika the ordinary drugs are stored in a room in the Greek Red Cross building. Inflammables are put in a room in the basement, and drugs requiring special refrigeration are kept in a refrigeration room. The medicines come from Athens and Switzerland.

In Salonika, the dispensaries of the institutions to which medicines are distributed are visited personally, if possible, by Commission employees, who check the inventories. Then deliveries are made on the presentation of lists of the drugs needed. Where such inspection is not possible, deliveries are made according to the number of the sick and the medicine used in each case. Each institution must keep a book in which the medicines received from the Commission are registered. Each withdrawal from the pharmacy of the institution must be itemized, indicating the sick person and the name of the drug used. All the drugs are distributed free of charge to the sick.

The Commission's dispensary in Salonika is in a building put at its disposal by the Greek Red Cross.

The method used for distribution to the individual is similar to that used in Athens. The sick person, or his representative, presents himself with the prescription of his own doctor. The prescription is checked by the doctor of the Commission who verifies its applicability to the disease and the availability of the required elements in the dispensary's pharmacy. If some elements are not available, he substitutes drugs of analogous properties. The doctor makes out a delivery order which is taken to the pharmacy, where it is filled. The prescription and delivery order stay in the pharmacy. Medicines are given without original wrapper and only in small quantities. For protracted illnesses, like diabetes, the quantity of the medicine is given in repeated amounts and the return of the empty receptacles is required.

All doctors of private patients are warned that visits will be made to the sick at home with a view to verifying the malady, and any falsification will cause prescriptions to be rejected.

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In the provinces, hospitals and charitable institutions must send lists to the Delegate in Salonika, as do the institutions in the city. Deliveries are made directly to the hospitals. Medicines distributed to the people are sent to the Local Committees, who, on the advice of a doctor collaborating with them, give them to the sick. The hospitals and other institutions and the Local Committees must render an exact accounting for all the medicines sent them.

Warehouses in use by the Commission. Six warehouses are in use by the Commission in Salonika, excluding the space in the Greek Red Cross building, used for the storing of medicines. They are located as follows:

1. Torres, the 26th of October Street. It is near the station and not used to any great extent at the present time because of the regulation of the occupation powers requiring dispersal during air raids. It has a capacity of about 1,000 tons and is loaned to the Commission.
2. 5 Ambrossios Street, on the second floor. Its capacity is 150 to 180 tons, and it also is rent-free.
3. 32 Franks Street. This is the smallest with a capacity of 30 to 40 tons. The rent is 45,000 drachmes a week.
4. 13 Leontos Sofos Street. Its capacity is 500 tons, and the rent is 3,000,000 drachmes a year.
5. Misrahi Street. Capacity 70 to 80 tons; rent-free.
6. 3 Niki Boulevard. It is on the quay and is used for storing the flour from the mill.

Each warehouse is under the direction of a head warehouseman who has one or two assistants, depending upon the size of his building, and also other regular workers. Contents of the warehouses are not insured. In May, a special service for the control of delivery orders and all other papers having to do with the transportation of merchandise was instituted. Convoys are provided for each delivery of goods, and from time to time inventory of the stock is taken by members of the Accounting Service, which also provides employees to check all warehouse deposits and withdrawals.

Motor vehicles of the Commission. Two trucks are rented from the Greek Red Cross. One, in very bad state, spends most of its time in the garage being repaired. The rental is 40,000 drachmes a day. When more are needed, as for instance in the general distribution of sugar, the rent is very high, running as high as 200,000 to 225,000 drachmes

a day. After July 1943, one truck was sent to Salonika by the Commission in Athens and two more were forwarded in February 1944.

There are five automobiles in the service of the Delegate's staff at Salonika, one Ford, a Citroen, and a DKW, belonging to the Commission, a Chevrolet loaned temporarily by the Greek Red Cross, and a rented Ford. New tires for these vehicles were sent forward during the last six months of 1943. After the report on the distribution of relief on Salonika was written, at least one more automobile was sent them and probably two motorcycles and two bicycles as well.

In July 1943, one garage, holding three or four cars, at 76 the 25th of March Street was in use; a small repair shop was connected to this building. There was also a one-car garage in the Central Bureau building.

As of July 1943, the Commission cars in Salonika and environs were using 1,750 litres of gasoline a month. The gasoline is supplied by the Shell Company (under German control), which is repaid from the Commission's stocks in Athens. In addition, 260 litres were bought from Cie. Volk for the two rented trucks. These amounts will naturally increase with the increase in the automotive equipment sent from Canada, and the Canadian exports of gasoline are to be increased in the future. In November 1943, the Allied Governments agreed to send 13 drums of gasoline per month to Salonika in addition to the supply of 145 drums which is shipped to Athens. An initial shipment of 10 tons (70 drums) was authorized in order to repay loans of the Shell Company to the Commission in Salonika. <sup>25/</sup>

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The Islands in the Aegean Sea 76/

Preliminary arrangements. When the organization of regular relief shipments from North America to Greece was being negotiated between the belligerents, the Italians had wished to limit the distribution of relief food to the Mainland, the Peloponnese, and Crete. A compromise was achieved, however, when it was agreed that negotiations for supplying the Greek islands might be carried on with the occupation authorities by the neutral Commission after its arrival in Greece. Therefore, immediately after its arrival, the Commission approached the German and Italian commands on this subject.

The Italians, who were occupying the Cyclades, were quite agreeable to having small sailing craft transport food to that region from the Piraeus, and they also agreed that a neutral Delegate might reside in the Cyclades for purposes of supervision over the distribution. But the British Naval authorities refused the necessary permission for transport by caique to any of the islands in the Aegean Sea "on operational grounds," and suggested instead that a small Swedish motorship be assigned to the run between the Piraeus and the Cyclades. The necessary agreement with the Italian authorities on this basis was never reached, however, and the plan for supplying the Cyclades did not materialize during the period of Italian occupation. Arrangements have been made with the Germans since the fall of Italy, and Swedish motorships have commenced carrying relief foods to this area. The first trip was made by the "Wiril" during the latter part of January 1944.

The Germans, who were occupying the Aegean Islands of Mytilene and Chios, suggested that Smyrna, Turkey, be used as a central depot, supplies to be delivered by Swedish ship directly from North America. The Turkish Government agreed to make no import or export charges. 77/ The Germans further agreed to make caiques available to transport the supplies from Smyrna to the Aegean Islands. When the Allies agreed to these suggestions, plans for the use of Smyrna were finally formulated by the middle of January 1943 and, on the completion of practical arrangements, the first shipment went forward from St. John by the "Fenris" on January 30. After two voyages only, the arrangement was terminated because the use of caiques between Turkey and Aegean Islands was found impractical. An alternative scheme for supply by Swedish motorship from the Piraeus is being put into effect during 1944. While the "Wiril" was on its first trip under this new schedule it was damaged in Chios harbor on February 7.

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In the preliminary stages of the negotiations for supplying the Aegean Islands, the Allies suggested that Mytilene might be used as an alternate unloading point for the "Fenris." <sup>78/</sup> There is storage space in the port of Mytilene for 7,000 tons of cereals or pulse and sufficient lighters to unload a cargo of 1,500 to 2,000 tons in four or five days. However, the Germans objected on principle to the "Fenris" calling at any of the Aegean Islands, coming as it would from an "enemy" port. Therefore, Smyrna was selected as the port of call, the cargo to be transhipped to the islands by caiques.

By the terms of the agreement, the "Fenris" was to reach Smyrna with her first cargo of food for the Islands in February 1943, with her second in June, and her third the first of September. After the completion of the first two trips, the Germans objected to caiques plying between the neutral port of Smyrna and the islands, and this arrangement had to be abandoned. <sup>79/</sup> The two cargoes carried by the "Fenris" to Smyrna were as follows:

<u>Date of arrival</u>	<u>Cargo</u>
February 22, 1943	2,400 tons of wheat and beans
June 17, 1943	2,775 tons of wheat

In an Aide-Memoire from a Stockholm dispatch of January 18, 1943, the short-lived arrangements for the storage of supplies at Smyrna and their transshipment were summarized. <sup>80/</sup> The part to be played by the IRCC in the arrangements was set forth in the articles of the Annex to the Protocol of March 9, 1943, between representatives of Swedish Government and the IRCC represented by Mr. Burckhardt. <sup>81/</sup>

The goods from Canada were consigned to the Delegate of the IRCC at Smyrna (formerly R. Courvoisier, later Guiseppi Beretta) and were stored, by agreement with the British, in the warehouses of the United Kingdom Commercial Corporation (UKCC) in Smyrna. The Swedish Legation in Ankara, having received word from the British Embassy in that city, notified the Delegate of the IRCC in Smyrna that a ship was due to arrive on a certain date from Canada and carried such and such a cargo. The Delegate of the IRCC notified the Swedish legation of Ankara of the arrival of the vessel and made all the arrangements for the unloading and warehousing of the goods. The UKCC was responsible for them in the warehouse. <sup>82/</sup>

The Swedish Legation in Ankara, in turn notified the Delegate of the IRCC of the impending arrival of caiques and the cargo allotted for Mytilene, Chios, and Samos. The Delegate of the IRCC received

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the details of loading and dispatching the caiques from Whittall and Co., the firm which handled this part of the business. He sent with each a convoyer (sometimes he went himself), providing the convoyer or the captain of the vessel with a letter, addressed to the designated recipient of the cargo, which stated the number of bags in the cargo and their weight. A detailed receipt had to be returned to the IRCC Delegate by the recipient. 82/

According to the original understanding, 84/ Mr. Allard, the Swedish Charge d'Affaires in Sofia and Athens, has maintained direct control over the distribution of relief in the Aegean Islands, of necessity chiefly by means of telegraphic communication. Mr Allard has not been able to visit Chios and Samos personally, but he conferred with Arno at length in Istanbul in July, he saw Nilsson in Smyrna in July, and he visited Mytilene at the end of August. The President of the Commission visited Mytilene and Chios around the first of September.

In accordance with the agreement, two Delegates were sent from Sweden, K.G. Arno to reside in Mytilene, and K.E. Nilsson to travel between Chios and Samos. 85/ The two Delegates left Smyrna together with the first load of supplies for the Aegean Islands on April 6, 1943. (In literal compliance with the understanding between the Commission and the IRCC, the caiques on this occasion were also convoyed by a Swiss appointee of the Delegate of the IRCC in Smyrna, a Robert Porchet.) They arrived in Samos on April 11, after an extremely uncomfortable voyage on a small caique. 86/

With Arno's transfer to another area and the death of Nilsson in February 1944, two new Delegates will be necessary for the work to continue on the Aegean Islands.

Distribution on Samos (Including Islands of Icaria and Phourni). 87/  
The two Delegates, upon reaching Samos, found a very serious situation. About 15,000 Italian soldiers were quartered on an island with a population of about 63,000 persons. In normal times, the population is made up of small producers of tobacco, wine, and olive oil; the staple food, wheat, is almost entirely imported. The demands of the troops and the interruption of normal shipping as a result of the military situation, had caused a grave crisis amounting to a real famine. Before the arrival of the Delegates of the Commission, the Italian authorities had brought in grain from Rhodes, but they had sold it on the market at the prevailing high prices and made a good profit. At the beginning of the relief operations, it was suspected that obstructionist tactics were employed by the Italians to try to discourage the importation of the cheap Canadian wheat which spoiled their market (for

a while they insisted on emptying every bag of wheat to see what was at the botton, and they shadowed the Delegate wherever he went). However, a stop was put to their interference, and Nilsson had nothing else to complain of in the attitude of the military authorities. During the summer, the native food supplies increased with the production of fruit and fresh vegetables and wheat, which was planted on every available space. Also the Italians permitted, and even encouraged, deep water fishing, which they had not permitted earlier in the year. Not much is known, of course, since the reoccupation by the Germans.

In contrast to the self-interested operations of the Italian military authorities noted by Nilsson at the beginning of his activity was the philanthropic work of the wife of the Italian Civil Commissar, Mme. Zanotti-Bianco, who, with the help of the Catholic priest, Pere Gaillou, initiated and organized soup kitchens for the neediest for which she obtained supplies from Rhodes. These kitchens were still being administered by the priest when the Commission's distribution began.

The person of the most influence on Samos was the Archbishop, who was also Chairman of the Greek Red Cross. He was very active in philanthropic activity before the arrival of the Delegates and was immediately asked by them to cooperate with the relief work under their supervision by heading the newly formed Central Committee of the Commission. The other members of the Committee were Mr. Nicolas Toole, director of the local Banques Agricole, and Mr. M. G. Soutos, a merchant of local prominence. This Committee was later expanded to include Mr. Andreas Kotsicopoulos, Captain of the Port of Vathy, and Mr. Christos Kekhagias, the Inspector of Schools.

Local Committees were formed in each town and village, with the exception of the larger centers such as, Vathy, Karlovassi, and Marathocampos, where distribution was made through the local merchants. In the smaller towns, the Local Committees themselves made the distribution was made through the local merchants. In the smaller towns, the Local Committees themselves made the distributions. The members received no pay except the one percent commission noted below.

The possibility of distributing flour in Vathy was considered. These are three electrically-operated mills in Vathy with a total capacity of 330 okes a day. There are also two windmills for flour at Korkari, <sup>88</sup> some distance from Vathy, which have a combined capacity of about 9,600 okes a day. But after considering these possibilities, it was decided that, as milling would made the price of flour too high and as the people used wheat for other purposes than bread flour, it would be preferable to distribute the grain.

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The Greek Red Cross in Vathy, whose directorate was acting as the Central Committee for the distribution of the foodstuffs, agreed to assume the responsibility for the expenses of the distribution. The Banque Agricole agreed to give the GRC an advance to defray preliminary expenses. It also opened an account for the GRC in which receipts of the distributions would be deposited by the merchant distributors and by the Local Committees. The Delegate, who had reserved the right to fix the charges, in collaboration with the GRC, was to be supplied each week with a balance sheet of the account, which showed expenses and income, deciding factors in setting the charges.

The GRC also assumed responsibility for the storage of the goods, and the Banque provided two clerks to keep records of the receipt and withdrawals of supplies. The GRC, upon written confirmation from the Delegate, issued delivery orders addressed to the Banque. One copy was filed with the GRC, and the other was signed by the recipient of the goods on delivery. At the same time, the recipient of the goods had to sign a guaranty to return all the bags without expense to the GRC or to the Commission.

It was at first intended that the distributors of the goods, whether merchants or Local Committees, would receive 1.5 percent for their trouble. As this commission was to be allowed in foodstuffs, 1.5 percent was considered too high and was reduced to one percent.

On Samos, public soup kitchens were operated for the very poor who received free meals provided by the Commission. According to the latest information, these kitchens were being conducted almost entirely by the GRC which covered its expenses by general distribution at the prevailing price of 200 drachmes the oke for wheat. <sup>89</sup> The canteens on Samos were normally in operation six days a week and the daily ration was fixed at 35 drammas of beans or 30 of wheat per person. <sup>90</sup> During the summer, most of the children's canteens were disbanded as the children scatter at that period to work in the fields. There is great unemployment and poverty in Vathy, Karlovassi and Tigani, and it was suggested by the Delegate that soup kitchens should be continued the year round. In general, the number of poor fed in the public kitchens was about 50 percent of the number of school children fed there. This proportion was greater in the larger population centers and in very poor areas such as the Island of Icaria. As the costs of transportation from Smyrna had been repaid by the Greek Government, <sup>91</sup> it was suggested by the Delegate that this money be set aside for the expansion of the soup kitchen program.

The Inspector of Schools was anxious to have the Delegate open children's canteens in almost all the schools of the islands because the number of pupils had fallen from 9,300 to 5,880 as a

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result of poverty and the necessity for the children to earn their living. Apparently, not much had been done with this program before the departure of the Delegate in August. Probably the amount paid into the GRC account by the Greek Government, mentioned above, would have been expended for this purpose if the work could have continued normally.

Below is a list of the institutions and communities in which public kitchens existed during the summer of 1943: 22/

<u>In Vathy</u>	<u>Participants</u>
Staftos Bidikes (children)	100
Sisithion (Charity)	400
Rancie por i povres (Mme. Bianco and Catholic Mission)	2,500
Hospital	250
Prisons	500
Catholic Convent	30
Workers (children)	30
Orthodox Monastery	100
Total in Vathy	3,910

<u>In Other Communities</u>	
Karlovassi/Marathocampos	2,300
Leprosy Institution	40
Paleocastro	170
Mytilene	250
Tigani	250
Pogonda	270
Vourlietes	150
Ikaria and Phourni (Islands)	500
Total in other communities	3,930

Total in Samos 7,840

In the first distribution to the general public all of the 63,350 inhabitants were considered entitled to the full distribution. 23/ The ration was 45 drammas per person per day or three okes per month. The charges were 60 drachmes the oke for wheat and 100 drachmes the oke for beans. The charge was set low because the Italians had offered to pay the freight charges from Smyrna, but as they never did, it was necessary in the next distribution to increase the charge to 200 drachmes the oke for each commodity. The charge was so low that

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the foodstuffs were considered a gift by the people, since the average daily wage of unskilled labor at this time (April to August) was 3,000 drachmes a day. From June 15 to July 15, two and one-half okes per person were distributed in the five large centers and two okes elsewhere. When the Delegate left Samos on August 5, enough grain had been distributed to last until August 20. He stated that there was enough in storage to last until October 1, but after that date the situation would probably deteriorate rapidly. Distributions were made in Vathy and 49 other communities. At first, permission to communicate with 11 of these villages was refused by the Italians, but they were later included in the distributions.

A summary of shipments and distributions is given below:

Allotted to Samos from the "Fenris" Cargoes (metric tons)

	<u>Wheat</u>	<u>Beans</u>	<u>Soap</u>
First voyage	510	162	25
Second voyage	719		

Distributions to Public Soup Kitchens and Institutions (okes)

<u>Date</u>	<u>Number of participants</u>	<u>Wheat</u>	<u>Beans</u>	<u>Soap</u>
4/14 - 5/15	7,840	413	840	-
5/15 - 7/15	7,840	8,750	10,317	605
7/15 - 8/20	7,840	8,750	-	-

General Distribution in okes (Ration per Person in Parentheses)

<u>Date</u>	<u>Number of participants</u>	<u>Wheat</u>	<u>Beans</u>	<u>Soap</u>
4/14 - 6/15	63,339	361,032	83,824	17,300
		(5.7)	(1.325)	(.25)B/
7/31b/	63,352	137,194		
		(2.16)		
7/31b/	63,352	190,056		
		(3)		
Left in stock 8/1		228,050		

- a/ Distributions of .375 okes of soap per person were made on Ikaria and Phourni because skin diseases are very troublesome there. The price of the soap was 200 drachmes the oke.
- b/ The first distribution on this date was retroactive covering the period preceding the arrival of the second cargo of the "Fenris."

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A special committee, on which doctors were included, was appointed to distribute milk powder, cod liver oil, and vitamins which had been sent from Egypt in July. The quantities received are given below:

<u>Milk Powder</u>	<u>Cod Liver Oil</u>	<u>Vitamins</u>
174 tons	690 kgs.	34 kgs.

Milk is distributed daily for all children under 15 years of age in prepared portions of 50 drammas each. In the milk solution the milk powder is mixed with eight times its weight of water. One case of powder yields 1,100 portions of 50 drammas each. The milk is also given to ill adults on a doctor's prescription, confirmed by the doctors of the committee. It was decided not to give out the cod liver oil until the fall. Vitamins are prescribed to those needing them.

A survey was being made of all families having more than three children under 16 years of age. Each child in families with four or more children, was to receive a supplementary ration of one oke of foodstuffs each month free of charge. This program had apparently not yet been started when the Delegate left in August.

On September 1, the "Wiril" arrived at Mytilene from Athens with a considerable quantity of medicines and hospital supplies for Chios and Samos. These were transported to Chios to be stored until transportation to Samos could be arranged.

As close as accounting as possible is kept of the sacks, which must be collected and reshipped to the original point of debarkation of the goods. The sacks are treated by the Delegate like any commodity, and a current balance indicates their whereabouts at all times. As on the Mainland, this question seems to cause the Delegates a great deal of trouble, because of uncertainty of transportation, and also, probably, because of carelessness on the part of the Greeks.

From time to time an inventory of the stocks in the central warehouse of the GRC at Vathy is taken and checked against the delivery orders signed by the recipient of the goods. The income is also checked against the quantities withdrawn as indicated on the signed delivery orders. The expenses are checked through the Banque statements. No deliveries are made by the Central Committee without written authorization from the Delegate. 24

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Control of distribution to the consumer is made by lists. Each distributor must present for his area a list on which appear the names (verified by the office of the Local Prefect) of the heads of families and the number of members in each family. At the time of the first delivery, the list was submitted and the quantity of food needed was calculated by each distributor. In May, ration cards were printed in Smyrna on the basis of these lists, the expense being borne by the British Consulate. The master lists are kept under lock and key in the office of the Delegate and are revised from time to time as information on the movements of the population comes in. The quantity destined for each family is figured, and the distributor must post at the place of distribution the list of the persons to receive the food and the amounts allotted.

The Italian authorities refused to divulge information on the consumption of food by the troops quartered on Samos. Representation had been made by Allard to the Italian representative in Athens, but as it had to go from Athens to Rome, from Rome to Rhodes, and from Rhodes to Samos before the Italian commander in Samos would receive his orders to make such information available to Nilsson, no information had been received up to the time Italy fell. It was, however, Nilsson's opinion that olive oil was the principal product confiscated by the Italian troops and that it had been compensated for by large quantities of grain which were imported by the Italians, but which were sold on the free market at the prevailing prices.

Distribution on Chios (including Islands of Oinussai and Psara) 95/ The Delegates arrived in Chios during the last days of April 1943 to organize the distribution under the neutral Commission. They found great need, but also an active feeling of social responsibility among the wealthier citizens. The Delegate cites particularly Mr. George Loulakakis and Mr. Leoni Kalvokoressi in this connection. In peacetime, the main industry of Chios is commerce and shipping and only a small quantity of the food needed by the population (about 60,000 persons, according to the Delegate) is produced locally. Comparatively few persons are well-off, and the difference in the social strata is very marked.

The best solution of the distribution problem seemed to be that of soup kitchens for a large proportion of the population, and the distribution of a supplementary ration of one oke of foodstuffs per month for each child after the third up to 16 years of age. 29/ Under the plan worked out, those districts which produce grain are excluded for longer or shorter periods and the foodstuffs thus saved are distributed to the more needy populations of the larger towns. The number of the needy benefiting from the first distribution on May 5 was 62,909; it dropped to 48,000 in July and rose again to 58,000 in September. In addition to these were the participants in distribution through soup kitchens and public

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institutions. In June, Nilsson reported that about 9,000 persons were being served in the soup kitchens and that they were being given three meals a week exclusively from the Commission's supplies.

During August and September, this situation was radically changed, and Nilsson appears to have refused to supply the soup kitchens longer. The reason was that the prefect of Chios, a man named Eleutherios Prokos, according to Nilsson, practised the "most unbelievable demagoguery" in the soup kitchens which were being supplied by the Commission. The local Government, headed by the Prefect, operated the kitchens and therefore was in position to play politics. Justice Sandstrom asked from Athens for the dismissal of the Prefect, but at the time of a report from Nilsson dated October 9, 1943, the written order had not yet been received. However, Nilsson was hopeful that in the near future he would be able to take charge and had reserved sufficient stocks to insure the functioning of the kitchens for three months.

A consequence of the cutting off of the Commission supplies from the soup kitchens was that the Prefect seized 20 percent of imports to the Island in order to supply the kitchens and levied a special import tax which caused prices to increase greatly. The Germans had to take restrictive measures to control the prices after this. The Commission imports were obviously not affected by the above-mentioned confiscation order, or Nilsson would have mentioned it; the allotment from the second cargo of the "Fenris" had probably been received before the order took effect.

Below is shown the average monthly distribution of supplies to public institutions in addition to soup kitchens.

<u>Institution</u>	<u>Participants</u>	<u>Amounts (in oke)</u>
Hospital	200	900
Lepor Asylum	30	150
Lying-in Hospital	20	120
Eye Clinic	7	28
Veneral Clinic	12	60
Children's Health Station	200	300
Orphanage	130	1,000
Catholic Sisters and School	20	150
Orthodox Parochial School	100	100
Archbishops See	300	1,200
Refugees from Thrace	120	182 <sup>1/2</sup>
Disabled Soldiers	355	355 <sup>1/2</sup>
Wounded and War Victims	147	147 <sup>1/2</sup>
Handicraft School for Poor Girls	35	140
Asylum for Victims of War and Famine	200	900
Greek Prisons	35	200
Total	1,911	5,932

(See following page for footnotes)

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The difference in the amounts accorded to different institutions depends on the number of meals served daily and the amounts of other foods found in the stores. For the Archbishop's See and the Catholic Sisters, lists of certain needy cases under their care are examined by the Delegate and provided for in the amounts specified above.

Chios is much more accessible from Smyrna and Mytilene than is Samos, and, therefore, is a strategic transshipment point for Samos. Also, it is the headquarters of the Delegate to the two islands, because the boat connections are much better in Chios than in Samos and also because from Chios only could the Delegate communicate telegraphically with both Athens and Smyrna. Chios could be used as a stopping place for a ship the size of the "Wiril," which carries a cargo of 1,100 tons of wheat, as there is storage at the quay-side (provided free by the customs authorities) for this amount of grain. As there are eight meters of water at the quay, a ship even as large as the "Fenris" could draw alongside. <sup>97/</sup> At one time it was suggested as previously noted, that the "Fenris" made this stop, but the Germans objected for military security reasons.

The organization of the relief distribution was the same as that on the Island of Samos. The Central Committee originally was composed of the members of the Greek Red Cross who had been most active in organizing aid before the arrival of the Delegate. In August, however, it was found desirable to reconstitute the Central Committee as a subcommittee of the Commission in Athens, in order to make it entirely independent of the unfriendly Prefect. After the reorganization, the members were the Archbishop of Chios, President; Mr. Antonios Frangakis, Swedish Vice Consul, Mme. Kalliope Michalou, Mr. Demetrios Fafalios, Dr. Demetrios Tsamplakos, Dr. Demetrios Stakias, Dr. Matthaïos Khristophorides, Mr. George Menis, Mr. George Karamaounas, Mr. Matthaïos Los, Mr. Psalatakis.

The Delegate's task of keeping close control over the various distribution centers of the island was greatly facilitated by the arrival of a motorcycle the last of September. With its aid, he could make personal visits to the various communities and give personal attention to all problems relative to the distributions.

Footnotes of table on preceding page.

- a/ Plus a 50 percent supplement.
- b/ Plus a 33.3 percent supplement.
- c/ Plus a 33.3 percent supplement.

The supplies reaching Chios from the two trips of the "Fenris" were as follows:

(metric tons)

	<u>Wheat</u>	<u>Beans</u>	<u>Soap</u>
First voyage	310	162	25
Second voyage	692		

In May and June, these products were distributed as follows:

(okes)

<u>Date</u>	<u>Number of participants</u>	<u>Wheat</u>	<u>Beans</u>	<u>Soap</u>
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Public Kitchens and Institutions

May	10,561	9,917	10,647	-
June a/	10,566	26,843	20,820	3,050

General Distribution

May	62,909	208,952	63,900.75	-
June	59,979	142,963.5	26,136.50	15,580

a/ The quantities for June include an advance distribution for July made to empty the warehouse so that the second cargo from the "Fenris" might be stored.

Included in these distributions were 59 communities of the Island of Chios and the Islands of Psara and Oinussai. Out of a total population of about 25,000 in the city of Chios, 5,000 were excluded because they were not considered needy. The charge for the general distribution was 100 drachmes the oke for wheat. In the month of June, two and one-half okes of wheat and one-half oke of beans were distributed to the city of Chios and 29 other communities; the other 30 communities received two okes of wheat and one-fourth oke of beans per person. The soap was distributed as on Samos, a year's supply to public institutions and one-fourth oke to each individual; the charge is not mentioned but it appears to have been less than the 200 drachmes an oke on Samos.

In July, wheat was distributed as follows:

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	(persons)	(okes)
City of Chios	20,630	62,512
Rest of district	27,632	88,080
War invalids		320
Refugees from Thrace		181.5
Caïque crews and laborers		<u>334</u>
Total		151,427.5

During this distribution, everyone in the city of Chios who harvested one hectare of grain or over was excluded. For the other 59 communities, between 50 and 60 percent of the population received the distributions, and within the percentages allowed, the Local Committees were told to use their own good judgement of who should receive the distribution. As noted above, the soup kitchens and public institutions had received their rations for July in the advance distribution made in June. The ration per person was three okes and the charge for the general distribution was 200 drachmes the oke as compared with 100 for the previous months, a rise which was due to an increase in the price of fuel oil and to the desire to build up a reserve with which to take over the operation of the public soup kitchens where meals could be served free of charge. 98/

On the 1st of July, the following quantities of milk and health reinforcement products arrived from Alexandria, Egypt.

<u>Dry Milk</u>	<u>Cod Liver Oil</u>	<u>Vitamin Products</u>
600 cases (174 tons)	690 kilograms	34 kilograms

The same criteria were used for the distribution of the vitamins and milk as on the Island of Samos. One case of powder provided about 1,100 portions of milk which were distributed to all children up to 15 years of age and to adults on prescription from a doctor. Prescriptions were necessary for vitamin products. Cod liver oil was not to be distributed until October.

During the months of August and September the total distributions of wheat were as follows:

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	<u>August</u>		<u>September</u>	
	<u>Persons</u>	<u>Amount (okes)</u>	<u>Persons</u>	<u>Amount (okes)</u>
City of Chios	21,735	65,862	22,289	61,967.5
59 villages	32,085	101,527	36,235	105,070
Organizations and public institutions	<u>2,000-</u>	<u>5,032</u>	<u>2,000</u>	<u>5,782</u>
Total	55,820	172,421	61,524	172,819.5

It will be noted that the soup kitchens did not receive these distributions. The charge was kept at 200 drachmes the oke for the general distributions, and the rations were three okes for August and two and three-fourths okes for September. The steadily increasing number of persons to whom it was felt necessary to distribute the wheat is an indication of the poor harvest in Chios.

On the 1st of September, the "Wiril" brought medical supplies and hospital equipment from Athens for use on both Chios and Samos. Also another cargo of milk and vitamins in the same quantity as had been sent in July was noted as being in Smyrna in October ready for shipment when caiques could be made available.

During September, a supplementary ration of two okes for every child over the third and up to the age of 16 was distributed free of charge to 2,800 children of large families. The distribution of prepared milk was held up by the fact that the Prefect had made the public kitchens inaccessible to the use of the Commission, and so during this time only certain institutions had received a regular supply. An experiment was being tried in the city of Chios, in which the dry powder, in quantities sufficient for one week, was distributed by women and young girls of the city.

Mr. Sandstrom, after his visit to Chios on September 1, had 12 tons of sugar, probably from the cargo of the "Hallaren", sent to the island.<sup>99</sup> The sugar was yet to be distributed at the time of Nilsson's October 9th report, but it was planned to allow one-fourth oke to each of the 30,000 inhabitants of the towns of Chios, Vrontades, and Kardamyla. The ration, therefore, would be 100 dramnia, and charge was set at 1,500 drachmes the oke. The black market price for sugar was twice that amount at this time; earlier in the summer when there was no sugar at all on Chios and on Samos, the price had been 5,000 drachmes the oke. <sup>100</sup>

The Germans have requisitioned great quantities of fresh fruit (nothing else, according to Nilsson and Arno), which, Arno said, had been amply compensated for by imports of wheat. <sup>101</sup> Allard demanded that these requisitions of fruit be greatly reduced during the coming

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crop season and this was promised by the Germans. According to the Delegate, the German attitude toward the relief work on Chios has been correct and cooperative. 102/

Distribution on Mytilene. 103/ After leaving Chios in May 1943, Arno went on alone to Mytilene, which was to be his future post as Delegate of the Commission. He estimated that two-thirds of Mytilene's population of 150,000 (Arno's figure; before the war it was 177,000) 104/ were needy. He reports, also, that there was a strange lack of social consciousness among the wealthier people of Mytilene, most of whom seemed to be interested only in obtaining the high prices then prevailing on the black market for their great production of olive oil.

Notable exceptions to the prevailing attitude of indifference were exhibited in the case of two persons. One was Mme. Julia Cardassou who organized relief, trained 30 or 35 nurses, and sent them among the poor with such clothing as she was able to gather together. The second philanthropist was a former prefect of the Island named Tsilislios, who organized a soup kitchen in the town of Mytilene and another kitchen for people from all parts of the island; these were reported to provide meals for 12,000 persons. 105/

From the two cargoes of the "Fenris", 2,383 tons of wheat and 311 tons of dried beans were sent to Mytilene from Smyrna. Another 1,100 tons of wheat were brought by the "Wiril" from the Piraeus on August 29 directly to Mytilene for use in the oil barter (see Part One, "The Barter Agreement"). Of this latter amount, 500 tons were transported to Chios as a loan for distribution there and also for transshipment to Samos if this became feasible. Out of the amount brought from Smyrna, about 715 tons, set aside for use in the barter agreement, were stored in the warehouses of the Elaion Company whose facilities were used for the barter operations. Of the total amount brought for purposes of relief distribution, 463.5 tons of wheat and 275 tons of dried beans were actually distributed by August 15, and 1,203.5 tons of wheat and 36 tons of beans were in the warehouse of the Commission for future distribution.

The allocations of the "Wiril" and "Fenris" cargoes are shown below:

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(metric tons)

	<u>Wheat</u>	<u>Beans</u>
Total brought from Smyrna to Mytilene	2,382	311
Distributed to August 15	463.5	275
Commission warehouse	1,203.5	36
Elaion warehouses (barter)	715	
Brought by "Wiril" August 29 for barter	1,100	-
Loaned to Chios	500	
Elaion warehouses	<u>600</u>	

On arrival in Mytilene from Smyrna, the grain was weighed and checked against the letter accompanying it. (See "Preliminary Arrangements," for Aegean Islands.) No losses were reported except for a few bags which were damaged by sea water. There was some difficulty with weight-checking of the wheat that arrived in Smyrna on the "Fennis" as it had been shipped in bulk and had to be put in bags, only samples being chosen for weighing in Smyrna. After the bags arrived in Mytilene they were weighed and checked exactly at the Commission's warehouse, but the bags had to be emptied and returned at once to Smyrna for another load of wheat. Thus, the grain was loose in the warehouse and could not be weighed for control purposes as it could have been if it were in bags. However, the warehouse was always sealed shut by a custom's officer after each opening, and the Delegate reports, the grain was reasonably safe from pilfering.

In his report of September 18 summarizing the work of distribution of relief on the Island of Mytilene during the previous summer, Allard notes that the grain harvest of the season was good, estimated to be about 3,500 tons, and that the olive harvest also promised to be good. The food situation compared with that in other parts of Greece was favorable, a fact that Allard attributed in large part to the wheat imported under the oil barter agreement. 106/

The organization of distribution was similar to that on Chios and Samos 107/ and was carried on under the direction of the Greek Red Cross, the President of which, the Archbishop of Mytilene, also headed the Central Committee of the Commission. 108/

The Commission's distribution, to cover the period beginning the first of May, was started on May 19 and was conducted thereafter every two weeks. According to the latest report (Allard, September 18), it was to continue until October 31, 1943, when it would be discontinued until the end of February 1944, as the olive crop is gathered from November to April and about 75,000 persons (20,000 men and 55,000 women) are employed in this work, the men receiving in addition to their wages three-fourths oke of grain per day and the women one-fourth oke. This grain would come from the amount imported by the Commission for barter against the olive oil.

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As on Chios and Samos, the distributions were made to public institutions, through soup kitchens where the food was prepared and served, and directly to the general public. In the first two categories, a total of almost 32,000 persons was served; in the distribution to the general public 24,000 to 26,000 persons were included in the city of Mytilene and 41,000 in the rural districts. Whether or not the persons served in the soup kitchens were also entitled to the general distribution is not made clear. If the assumption is made that they were not so included, then the total number served in all categories was 97,000 to 99,000 persons, or, accepting Arno's figure of 150,000 for the total population of the island, about two-thirds of the population; if it is assumed that the 13,500 persons receiving meals in the soup kitchens were also included in the general distribution, then the percentage of persons benefiting by the relief distributions was a little more than half the population of the island, or 83,500 to 85,500 persons.

Table 13 indicates the general distributions made between May 1 and August 15: 109

TABLE 13

Distribution of Wheat and Beans on Mytilene Island, May 1, 1943 to August 15, 1943

Category	Number of persons	Wheat		Beans	
		Ration	(okes) Amount	Ration	(okes) Amount
May:					
Mytilene (city)	26,000	1.5	36,223	.5	13,172
Public institutions and soup kitchens	32,000	(See Table 14)	5,345	(See Table 14)	17,685
Worker and losses			365		386
June:					
Mytilene (city)	24,000	1.0	23,538		
Other towns	41,000		12,949	1.0	32,484
Public institutions and soup kitchens	32,000	(See Table 14)	27,349	(See Table 14)	110,073
Workers and losses			740		380
July through August:					
Mytilene (city)	24,000	3.0	72,588		
Other towns	41,000	3.25	134,850		7,832
Public institutions and soup kitchens	32,000	(See Table 14)	46,091		32,747
Workers and losses			2,065		165
<b>Total a/</b>			<b>362,103</b>		<b>214,924</b>

See Source and footnote on the following page.

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The allocations to public institutions and soup kitchens are broken down in Table 14. 110/

TABLE 14

Distributions of Wheat and Beans to Public Institutions and Soup Kitchens on Mytilene Island, May 1, 1943 to February 28, 1944

Institutions	Number of participants	Drammia per day per person		
		5/1/43 - 7/31/43	8/1/43 - 2/28/44	Wheat
Children's canteens	13,000	6	24	30
Prison	250	16	64	30
Concentration camp	30	20	80	30
Children's Home "La Mere"	800	8	32	40
Mytilene Hospital	375	20	80	30
Hospital for Prostitutes	50	8	32	30
Babies of the Mairie	350	50	0	50
Agiassos Sanatorium	100	32	128	30
Insane Asylum	30	20	80	30
Agiassos Hospital	30	16	64	30
Mytilene Orphanage	115	40	80	50
War victims and injured	2,000	10	40	20
Refugees from Thrace	750	10	40	20
Parochi Ergosias (Gift of Work)	22	0	0	20
Total institutions	17,902			
				Portions per meal in drammia (three per week)
Public soup kitchens	12,000	10	40	30
Worker's guilds	1,500	10	40	30
Total kitchens	13,500			

Source: State Department Dispatch from Stockholm, No. 2446. November 13, 1943. Item 1. Enclosure I.

Source and footnote from the preceding table.

Source: State Department Dispatch from Stockholm, No. 2446. November 13, 1943. Item 1. Enclosure I.

g/ In the original table from which this table was compiled there are two errors in addition, one of 20 okes in the column "Ble" of "Autres Buts," and another of -108 okes in the column "Haricots" of "Villages." Thus, the totals here are 20 okes less in the wheat column and 180 more in the bean column than in the reference.

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FOOTNOTES TO PART ONE

All initial numbers refer to State Department Dispatches From Stockholm, unless otherwise noted. All dates are for 1943 unless otherwise noted.

1. The information in this section was taken from the files of the United States State Department.
2. Mr. Paul Mohn, the first President of the Swedish-Swiss Commission of Administration of Relief in Greece, supplied the information for this section.
3. 2378. October 30. 4.
4. 2256. October 2. 3.
5. All of this material has been condensed from Stockholm Dispatches 2181. September 14; and 2446. November 13, 2, Annex IV. Corrections and supplementary information have been supplied by Mr. Mohn.
6. In his report of August 24th, Risberg notes that 197 persons in the Swiss Mission and 3729 persons in the employ of the Commission proper receive food as part of their wages every month; these figures include workers in the mills and macaroni factories.
7. Dr. Oscar Broneer, formerly in charge of Greek Relief in Special Relief Problems Division of OFRRO, provided the material for this summary.
8. 2446. November 13. 5.
9. 2607. December 18. 16.
10. 2531. December 6. 4.
11. 2446. November 13. 2, Annex V.
12. 1339. January 20. 6
13. 1734. May 8. 12 and 13.
14. 1811. May 29. 5.
15. 1919. July 3. 4.

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16. 1811. May 29. 5.
17. 1938. July 10. 17 and 18.
18. 2231. September 25. 13.
19. 2282. October 9. 3.
20. Ibid.
21. Ibid; 2446. November 13. 5.
22. 1870. June 19. 1. (Report of M. Jean d'Amman, the IRCC delegate, in spring of 1943.).
23. 2607. December 18. 2.
24. 2040. August 7. 13.
25. 2607. December 18. 2.
26. 2575. December 11. 2.
27. Letter of the British Embassy, dated April 6, 1943.
28. 1406. February 11. 3; 1165. November 27, 1942.
29. Ibid. 5 and 7.
30. 1551. March 20. 14.
31. 2346. October 23. 5.
32. Ibid.
33. 2007. July 31. 2.
34. 2575. December 11. 2.
35. 2007. Op. cit.
36. 2346. Op. cit.
37. Ibid. 8.
38. 2472. November 20. 3
39. 2412. November 6. 9.

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40. The letter of April 6 cited in Footnote 22.
41. 2007. Op. cit. 4.
42. In a discussion concerning the barter of grain for oil in Mytilene, Allard speaks of this barter ratio as being 60 parts of grain to 100 parts of oil. This probably was the ratio in effect just before the arrival of the Commission in Greece, 2007. Op. cit. "Exports to Germany."
43. 1165. Op. cit.
44. 1406. Op. cit.
45. Telegram 2047, July 3, from Stockholm.
46. 2446. Op. cit., 1, Enclosure III, p. 3.
47. 2446. Op. cit.
48. Ibid. p. 6.
49. 2007. Op. cit. 5.
50. 1165. Op. cit. (Helger's report of October 1, 1942.).
51. Ibid.
52. 2446. Op. cit.
53. Ibid.
54. Allard asked the Greek Ministry of Supply for the figures on olive oil trade in the free market but was refused them.
55. 2446. Op. cit.
56. Ibid.
57. Ibid.
58. Mr. Aristides Mavrides, Consultant to the Foreign Economic Administration and former olive oil merchant in Greece, gives percentage of oil used in the manufacture of soap on the Island of Mytilene. This soap is an unusually fine product.
59. 2446. Op. cit.
60. 2607. December 18. 13.
61. 2446. Op. cit.

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62. 2346. October 23. 7. (An error in addition occurs in the table in this source.)
63. Ibid.
64. The former ratio was to be applied again after the sailing of the "Wiril".
65. 2346. Op. cit. and 2446. Op. cit.
66. 2346. Op. cit.
67. Ibid.
68. 2446. Op. cit.
69. Istanbul. 2239. January 15, 1944.
70. 2346. Op. cit.
71. Ibid. Allard estimates that more than half the 10,000 tons in the free market came from Crete. This is, however, probably a pure guess.
72. 2040. August 7. 6.

FOOTNOTES TO PART TWO

1. 2446. November 13. 2, Annex V (Report of Swedish Foreign Ministry of October 29, in answer to certain questions put by the United States Legation on June 1, 1943).
2. 2282. October 9. 3, pp. 1 and 2 (Report of Mr. Risberg, Chief of the Division of Supplies for the Capital, dated August 24, 1943).
3. Ibid., p. 3 (Mr. Mohn confirms that two oaks a month were "promised" the people on the basis of the "promised" shipments of the Allies).
4. 2446. November 13. 5 (Sandstrom's account, dated October 17, of the strike of the bakers and delay of Canadian ships).
5. 2282. Op. cit. p. 3; 2446. Op. cit.
6. 2282. Op. cit.
7. Mr. Paul Mohn provided the information contained in this section. See the minutes of his meeting of November 12, 1943, Room 508, Walker-Johnson Building.  
1559. March 24.
8. 2129. August 30. 7, p. 1 (Report of D. G. Phocas, in charge of the Office for the Control of the Right to Participate in Food Distributions, dated July 6, 1943); 1938. July 10. 11, Answer to Question 5, p. 3.
9. 2446. November 13. 5. (Mr. Sandstrom's account of the distribution of jam from the "Hallaren's" cargo gives the number of children in this category as 259,269).
10. 1938. July 10. 11, Answer to Question 5, p. 3; 2219. August 30. 7 (Report of Phocas); 1813. May 29. 4; 2231. September 25. 5.
11. Mr. Mohn's report. November 12, 1943. Also a chart in Mr. Mohn's possession.
12. Ibid.
13. 2446. November 13. 2, Annex VI.
14. Ibid.

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15. Ibid. pp. 2 and 5.
16. Mr. Mohn's, report. Op. cit.
17. Mr. Mohn tells us that originally the penalty for fraud was only a small fine which was no deterrant. He therefore made representations to the Government for the passing of a more stringent penalty to the effect that any bakeshop convicted could be closed by the police for the duration. This law was later put into effect.
18. 2282. October 9. 3, p. 1.
19. 2446. Op. cit.
20. Originally, because of lack of personnel to effect the inspections, only the food cards were thus controlled. As that situation cleared up, however, the system was extended to the bakeries. This information comes from Mr. Mohn.
21. 2282. October 9. 3, p. 1.
22. 2446. November 13. 5, p. 2.
23. Ibid, 2, p. 3.
24. Ibid. 5, p. 4.
25. Ibid. 2, Annex VI.
26. This appears to be the small grains of the wheat, unsuitable for milling, which are sifted out before the grinding takes place.
27. 1837. June 7. 4, pp. 3 and 4.
28. 1813. May 29. 9.
29. 1837. June 7. 14; 2446. November 13. 5; 2282. October 9. 3.
30. 1837. Op. cit., pp. 2 and 5.
31. Ibid. pp. 10 and 11.
32. This section on grocer distribution is explained in 1813. May 29. 4; and in 2446. November 13. 2, Annex VII.
33. 2446. Op. cit.
34. Ibid, Annex VI.
35. Ibid.

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36. 1837. Op. cit., p. 3 "Indemnité des Epiciers."
37. Mr. Mohm confirms the value of this system.
38. 1339. January 20. 7; 1813. May 29. 4; 2446. November 13, 2, Annex VII.
39. 2282. October 9. 3, pp. 3 and 4.
40. 1734. May 8. 13; 1837. Op. cit; 2129, August 30. 6; see also the minutes of the meeting held with Mr. Mohm, November 16, 1943, room 455, Walker-Johnson Building.
41. 1837. Op. cit., p. 8.
42. 1812. May 29. 7, in addition to reports referred to in Footnote 40.
43. 2446. Op. cit., Annex V.
44. The children from 2 to 7 apparently receive their milk in the children's canteens. 2129. Op. cit., p. 11.
45. 2446. Op. cit.
46. 1813. May 29. 9.
47. Mr. Mohm estimated 2,000 children in these centers in the summer of 1943.
48. 1812. May 29. 6.
49. 1837. June 7. 4, p. 5.
50. Ibid., p. 7.
51. Ibid., p. 3.
52. 2231. September 25. 1; cables and bills of lading for the period covered; 2607. December 18. 12.
53. 1962. July 17. 12.
54. 2446. November 13. 2, Annex IV, p. 3.
55. Ibid.
56. 1962. Op. cit.

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57. 2231. September 25. 10.
58. Ibid., p. 2a.
59. Ibid., p. 5. The general instructions (Appendix T) state that the keys are obligatory.
60. 2446. Op. cit., Annex VI.
61. Ibid.
62. Helger states that a separate report on the provincial soup kitchens and children's canteens will be forwarded later. Ibid., p. 7a.
63. 2446. November 13. 2. 6b.
64. 2231. September 25. 16. "The German plan" probably refers to the German Food Compensation Plan, discussed in Part One.
65. 2319. October 16. 7.
66. Information from Mr. Mohm.
67. 2231. Op. cit.
68. This does not seem to be consistent with the account given earlier concerning penalties it has been necessary to inflict on the owners of trucks. It would seem that if the convoyer had been on the job, the losses mentioned could not have happened without his knowledge. As the number of convoyers is not great, it is possible there are not enough to accompany all shipments.
69. 1837. June 7. 4; 2129. August 30. 6.
70. See Appendix C, Article 5.
71. 2412. November 6. 10 (T. Save-Soderbergh's report of October 12, 1943).
72. 1264. December 30. 6.
73. 2231. September 25. 5.
74. 2575. December 11. 2.
75. 2472. November 20. 18.

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76. Most of the material for this summary is taken from Stockholm Dispatches 1919. July 3. 12; 2007. July 31. 3 and 4; 2446. November 13. 1. And from Istanbul Dispatch 1687 (R-1562) November 3.
77. 1339. January 20. 4.
78. 2007. July 31. 4.
79. 2202. September 20. 8.
80. 1243. December 19. 9; 1339. January 20. 4.
81. 1938. July 10. 9, Par. 5 ff.
82. 1938. Op. cit.
83. 2007. July 31. 3; and 2446. November 13. 1
84. 1339. January 20, 4, Par. 8.
85. Ibid. Par. 5.
86. 1919. July 3. 11.
87. Ibid. Item 12, gives a fairly complete account of the initial relief work on Samos. 2446. November 13. 1, contains a summary of all the work to September 1. Istanbul Dispatch 1687 (R-1562) November 3 contains the above-mentioned summary and also a report of work during September and plans for October.
88. The British summary of Nilsson's report of April 20, 1943 (1919. July 3, 11 and 12) says there was one windmill outside of Vathy; this is obviously an error, as Nilsson says two; "A quelque distance de Vathy - à Corcari - il y a deux moulins à vent, ..."
89. 1687 (R-1562) November 3. Enclosure 3.
90. 2446. November 13. 1, Enclosure E, p. 5. It should be noted that the Delegate of the Commission did not supply all the meals for these canteens. The State provided meals for some and the various philanthropic agencies for others. The sout kitchens received about 7,300 okes a month; they had about 7,800 clients; The ration was 30 drammas of wheat. On this basis it would appear that every participant received a free meal every third day.

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91. Istanbul 1687 (R-1562). November 3. Enclosure 4, p. 2. The amount refunded was 109 million drachmes, to be about evenly divided between Chios and Samos.
92. 1919. July 3. 12.
93. Apparently the distributions in the soup kitchens on Samos were an extra ration as Nilsson states in his report of October 3 that "all of the 63,352 inhabitants" were considered entitled to the full ration of the general distribution to individuals.
94. 2007. July 31. 4.
95. Most of the material for the following summary was taken from Stockholm Dispatch 2446. November 13. 1, Enclosures II and III, and from Istanbul Dispatch 1687 (R-1562). November 3.
96. Allard in his report of September 18 says the extra ration was to be one oke per child within the specified age and family limit; this is also stated by Nilsson (2446. November 13. 1, Enclosure E, p. 5). But Nilsson's report of October 9 states than an actual distribution was made in September of two okes per child (Istanbul 1687 (R-1562). Enclosure 4, p. 4).
97. 2007. July 31. 3.
98. This question of a charge on meals in soup kitchens on Chios is obscure. Apparently a small charge was made, since Nilsson expressly mentioned a desire to "serve meals free of charge" (Istanbul 1687. November 3. Enclosure 4, p. 1).
99. It is interesting to note Nilsson's statement in his report of October 9, p. 4, that the sugar was to be distributed "according to the wishes of the Germans who had placed it at our disposal." If it was from the "Hallaren", of course, it was supposed to be distributed by the Commission.
100. 2446. November 13. 1, Enclosure II, A, 3.
101. 2007. July 31. 3.
102. 2446, November 13. 1, p. 3 (Allard).
103. The sources mainly used for this section are the following: State Department Dispatches: Istanbul of May 26, 1943; Stockholm 2007. July 31. 3 and 4; 2446. November 13. 1, Enclosure I.

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104. See Allard's report on oil barter, 2346. October 23. 7. He says 135,000 inhabitants of Mytilene.
105. Istanbul, May 26, 1943 (Greek Relief).
106. 2446, November 13. 1, Enclosure I.
107. 2007. July 31. 3.
108. 2446. November 13. 1, Enclosure III.
109. Ibid. Enclosure I, Tables 1, 2, 3.
110. Ibid. Enclosure I, Table 1.

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APPENDIX A. PRESS RELEASES

DEPARTMENT OF STATE

FOR THE PRESS

MARCH 6, 1942

No. 96

The United States and British Governments have agreed to a request by the Greek War Relief Association of New York for permission immediately to charter a vessel to transport 2300 long tons of flour from the United States to Greece, provided adequate guarantees are obtained from the Axis Governments and satisfactory arrangements can be made for the distribution of the flour to the suffering Greek population.

The program of aid to Greece through shipments from Turkey is also going forward to the extent that food is available. Permission, furthermore, has recently been granted to the Greek Government to transfer to Switzerland the equivalent of one million Swiss francs, from funds of the Greek Government in the United States, to purchase condensed milk in Switzerland for the relief of children in Greece.

In considering plans for the relief of Greece, particular attention is paid to the provisions for the distribution of the food to the Greek peoples themselves and for preventing the Axis Powers, who have created the appalling conditions of famine which exist in that country, from being aided by the relief measures employed. It is realized that no measures for the adequate relief of Greece will be possible until the final defeat of the Axis. The necessity, however, for the prompt use of any feasible means for assisting Greece is fully realized.

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DEPARTMENT OF STATE

FOR THE PRESS

AUGUST 7, 1942  
No. 405

On the initiative of the Swedish Red Cross negotiations were undertaken some months ago through the Swedish Government regarding relief for the starving population of Greece. The Swedish Government having expressed its willingness that Swedish vessels lying in Swedish ports be employed for this purpose, the United States, British and Canadian Governments immediately declared themselves ready to authorize monthly shipments of 15,000 tons of wheat or flour from North America to Greece, subject to appropriate conditions governing the distribution of these imports and of Greek native produce in the interests of the Greek people and on the understanding that a neutral commission would receive the necessary control and reporting facilities from the occupying powers. Following the negotiations conducted by the Swedish Government, the German and Italian Governments agreed to this proposal. The belligerent powers have accordingly granted safe conducts for the voyages of the Swedish vessels which will be used. The first three, the Formosa, Eros and Gamalia, have already loaded and are scheduled to leave Montreal today for Greece. A Swedish-Swiss Commission has been set up to handle the actual distribution of the supplies, under the general supervision of the existing organization of the International Red Cross Committee, in Greece.

The Greek Government, the American and Canadian Red Cross Societies, and the Greek War Relief Association are actively supporting and cooperating in the operation of this plan.

Reports reaching the Department from Greece have portrayed conditions of suffering from inanition and death from starvation appalling almost beyond belief.

Information has also been received through American officials recently returning from Europe confirming that the small quantities of foodstuffs which have been sent to Greece during the past year under United Nations' auspices and with the cooperation of the Turkish Government have been effectively distributed through the agency of the International Red Cross Committee and consumed by the Greek people only. The reports of these officials indicate, however, that although these supplies have unquestionably saved many persons from death, they have been inadequate to prevent further deterioration of the general food supply situation.

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DEPARTMENT OF STATE

FOR THE PRESS

APRIL 19, 1943  
No. 147

Inquiries have been received by the State Department regarding the operation of the Greek relief scheme, resulting from the publication in the press of a report alleging that "Greek refugees who have recently fled to North Africa have reported to American officials there that the leakage (of relief foodstuffs) into enemy hands has been nearly 40 percent".

No such reports have reached this Department or other interested agencies from any American Government or Red Cross officials in North Africa, or from any other source. On the contrary, this Government and the British Government have received regular reports through the Swedish Government, which has generously assumed responsibility for this scheme, under the general auspices of the International Red Cross Committee, confirming that the foodstuffs sent into Greece are being distributed to the Greek population without interference by the occupation authorities and that there has been no diversion of these supplies to the enemy. Furthermore, these reports indicate that the Axis authorities have entered into agreement with the Swedish-Swiss Relief Commission for the implementation of their pledge, given to the Swedish Government in connection with the negotiations preceding the initiation of the scheme, that Greek native produce would be reserved solely for normal peacetime residents of Greece except in so far as local foodstuffs consumed by the armed forces or officials of the occupying powers are replaced by equivalent foodstuffs imported from Axis sources for the Greek population.

This Government's approval of the Greek relief scheme was announced to the press by this Department on August 7, 1942, on which date the first of the eight Swedish vessels engaged for the purpose departed from Montreal for Piraeus. These vessels, charter-hire on which is now being met principally by this Government, are carrying monthly quantities of 15,000 tons of wheat donated by the Canadian Government; 3,000 tons of dried vegetables and 300 tons of evaporated milk supplied by this Government; medical supplies furnished principally by the American Red Cross; and miscellaneous supplies and equipment donated by the Greek War Relief Association.

These relief supplies are distributed to the Greek people by a Neutral Relief Commission of thirty Swedish and Swiss nationals under the chairmanship of the distinguished Swedish jurist, Emil Sandstrom. The Commission is aided in its task by some 800 carefully selected Greek employees.

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To ensure its independent mobility, the Commission has been supplied with its own motor vehicles. It is in a position to ensure close surveillance and control over the distribution of all relief supplies received and to report fully thereon to this Government and the British Government, which will of course agree to the continuance of the scheme only so long as they are satisfied that it is not in fact benefiting the enemy.

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ADVANCE RELEASE ----- ADVANCE RELEASE

Hasselman - FEA 575

FOREIGN ECONOMIC ADMINISTRATION

OWI-3009

ADVANCE RELEASE:  
For Friday Morning Papers  
March 17, 1944

Cleared and Issued  
Through Facilities of the  
Office of War Information

The Foreign Economic Administration, in cooperation with the Department of State, today released the following joint report on the Greek relief program. The statement is being released simultaneously by the Greek, British, Canadian and Swedish Governments--the other countries that are taking a major part in the cooperative effort to relieve the serious shortages of food and other necessities in Greece.

Report on Greek Relief

1. The present scheme of relief to Greece, originally organized by the Swedish Government under the auspices of the mixed Commission of the International Red Cross, is now conducted in Greece by a Swedish-Swiss Relief Commission. The scheme was put forward in the spring of 1942, but it was not until the end of August 1942 that the negotiations conducted by the Swedish Government with the German and Italian authorities were completed and the first cargoes arrived in Greece from Canada. Since then, the work of relief has proceeded without intermission and on an increasing scale despite serious difficulties arising both from physical circumstances and from reasons associated with the occupation of the country.
2. The first cargoes sent under the present arrangements consisted of 15,000 tons of wheat monthly, the gift of the Canadian Government to the Greek Government, and wheat remains the staple element of the relief work. But many important additions have been made to the program since the scheme was initiated. These, which have come chiefly from the United States under Lend-Lease, include 2,700 tons of pulse monthly, 300 tons of powdered soups monthly and 600 tons of canned milk monthly. The latest addition comprises approximately 1,000 tons monthly of fish products and 600 tons monthly of special foodstuffs having a high protein content, since the Relief Commission has drawn special attention to the need for increasing the protein in the diet which is provided.
3. The following table summarizes the monthly allocations to Greece as of February 15, 1944:

Wheat	15,000 tons
Pulses	2,700 "
Fish Products	1,000 "
Milk	600 "

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Soup powder	300 tons
High protein spaghetti	300 "
Vegetable stew mix	300 "
total	20,200 tons *

OWI-3009

Two thousand tons of rice are to be shipped during the year. Sweden has recently donated 2,000 tons of dried fish and 200 tons of dried milk.

4. The relief program is not, however, confined to foodstuffs. On the basis of comprehensive lists presented by the relief authorities, large quantities of medical supplies of all kinds have also been sent from the United States and Canada by the respective National Red Cross Societies. These include, perhaps as their most important item, many millions of tablets of anti-malarial preparations, urgently needed in Greece to combat the malaria which was always widespread and has seriously increased as a result of the invasion and occupation of the country.

5. The equipment required by the Commission for administrative work and for the distribution of food includes motor transports, together with the necessary gasoline and lubricating oil as well as motorcycles, bicycles, typewriters, sewing machines and many other stores. Most of this equipment has been paid for by the Greek War Relief Association in the United States and the Greek War Relief Fund in Canada.

6. Originally, eight Swedish ships were employed in carrying relief from Canada to Greece, and one additional ship was used for island transport in Greek waters. Unfortunately, of the nine, three have met with accidents in the course of their humanitarian service. All of these ships are under charter to the Swedish Red Cross. Originally, the expenses were covered by the Greek Government and the Greek War Relief Association and the latter has made a contribution of more than \$2,000,000 covering certain expenditures not provided under Lend-Lease arrangements. Since January 1, 1943, the charter hire is being borne by Lend-Lease to the Greek Government.

7. Other ships have been added from time to time to the fleet which now numbers ten ships in active service. Despite the losses mentioned, the total tonnage available for the relief work has greatly increased. One large ship entered the service early last summer, another at the end of last year and two more have recently put out from Sweden. In addition to these, another Swedish vessel, the Hallaren, which previously carried flour and wheat from Egypt and Palestine to Greece before the inception of the present scheme, is now engaged under British safe conduct in transporting from Venice to Piraeus foodstuffs from German sources which the Germans have undertaken to deliver to Greece in compensation for Greek produce which they have consumed or are consuming themselves. The supplies carried on this vessel are distributed by the Relief Commission in approxi-

\* Note: By oversight, 50 tons of baby food included in the allocations to Greece, were omitted in the press release.

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mately the same manner as the supplies from across the Atlantic.

9. Since this scheme began, apart from small imports from Germany mentioned above, there has been shipped on these Swedish ships from North America some 260,000 tons of wheat and more than 32,000 tons of pulses, 4,600 tons of soup and 6,150 tons of concentrated milk together with great quantities of medical supplies. These goods have been distributed through the devoted work of neutral officials and Greek Committees assisting them in all the principal urban centers of Greece and in wide areas of the country-side as well. Unfortunately, owing to military activities and physical obstacles, there are still certain districts and islands which, because they have not been accessible, have not participated in the relief supplies. But every effort has been made, and is still being made, to embrace new areas in the scope of the relief action.

END OF ADVANCE RELEASE: For FRIDAY MORNING PAPERS, March 17, 1944.

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APPENDIX B.

DIGEST OF PROTOCOL OF AGREEMENT BETWEEN THE  
INTERNATIONAL RED CROSS COMMITTEE AND  
THE SWEDISH GOVERNMENT, MARCH 9, 1943

1. The relief is under the auspices of the International Red Cross Committee.
2. a) Committee of Direction
  - Representative of the Italian Red Cross
  - Representative of the German Red Cross
  - Representative of the Greek Red Cross
  - Chief of the International Red Cross Committee delegation in Greece or his alternate (President of the Committee of Direction)
  - Representative of Swedish Government or the President of the Commission of Administration
- b) Commission of Administration--composed equally of Swedes and of delegates of the International Red Cross Committee.
- c) Committee of Direction--duties
  - To keep in touch with competent authorities in Greece on the subject of relief.
  - To coordinate the various activities of the agencies of relief.

Commission of Administration  
To allot and distribute the relief supplies sent it
- d) Complete collaboration between the two committees.
  - The Committee of Direction may make suggestions to the Commission of Administration.
  - The Commission of Administration will keep the Committee of Direction informed in advance of all proposed modifications of procedure.
  - The Committee of Direction will give its opinion on all such propositions.
3. The Swedish Government will act as intermediary between the belligerent governments on the subject of Greek Relief.

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Source: State Department Dispatch from Stockholm, No. 1938. July 10, 1943. Items 7, 8, 9, Annex.

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APPENDIX C.

DIGEST OF AGREEMENT BETWEEN THE COMMISSION OF  
ADMINISTRATION FOR GREEK RELIEF AND THE SWISS MISSION  
(COMMITTEE OF DOCTORS)

1. The distribution of goods to be under the supervision of the Commission of Administration. Final decisions to be taken by the President of the Commission of Administration who is appointed by the Swedish Government, after consultation with the Vice President, who is appointed by the IRCC.
2. The Swiss Mission agrees to be responsible for the distribution and control of the medicines, condensed milk, and other food stuffs destined for the children's canteens, which are assigned to it by the President of the Commission of Administration.
3. The Swiss Mission agrees to conform to the rules established by the President of the Commission of Administration in carrying out the terms of the accord reached between the warring powers by the intermediary of the Swedish Government. The prices charged for supplies by the Swiss Mission are to be approved by the President of the Commission.
4. The President of the Commission is to inform the Swiss Mission of the conditions under which the distribution and control over relief supplies are to be carried out, and of all modifications of these rules.

The chief of the Swiss Mission may suggest useful modifications of these rules but agrees not to put such modifications into effect without approval of the President of the Commission.

The amounts to be distributed to be fixed at least for a month by the President of the Commission on the suggestion of the chief of the Swiss Mission. Once fixed, the price cannot be changed without mutual agreement.

5. The distribution and control of supplies affected by this agreement will be carried out in Athens and the Piraeus by the members of the Swiss Mission; in the Provinces by the Delegates of Swiss nationality of the Mission, or, in the absence of these, by the Delegates of the Commission of Administration.

No distribution will take place where such delegates are not assigned.

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6. Inspection in the Provinces must be made only by the neutral Delegates and the control carried out by them or by the chief of the Swiss Mission personally, or his representative.
7. The Swiss Mission agrees to exercise a very rigid control over the distribution of condensed milk, vitamins, quinine, and cod liver oil.
8. The Swiss Mission will make monthly reports to the President of the Commission in as detailed a manner as possible. The reports are to name the districts, the number of towns and villages in each district in which distribution took place, the number of persons (adults and children) in each district who have received help, the degree to which the instructions of the Commission have been carried out, if the control is sufficient, and if an improvement in the health of the population is resulting from the aid.
9. The Swiss Mission will receive from the Commission of Administration in line of duty the vehicles and gasoline necessary to the execution of its work. It also agrees to submit an account of the use made of such means of transport and the amount of gasoline consumed.
10. This agreement may be revoked on the occasion of any modification of the conditions referred to in Article 4.

(Signed) Allard, Sandstrom, de Fischer

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Source: State Department Dispatch from Stockholm, No. 2231. September 25, 1943. Item 2.

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APPENDIX D.

FUNCTIONS OF THE DIVISIONS OF THE NEUTRAL  
GREEK RELIEF COMMISSION

THE PRESIDENT

Represents the Commission before all authority and every third party within the limits of the jurisdiction of the Commission of Administration.

Executes the decisions of the Commission.

Has the administration and the management of the foodstuffs and other products at the disposal of the Commission, as well as its funds, in accordance with the decisions of the Commission.

Directs the services and appoints the personnel of the Commission.

The President may be assisted in the performance of his duties by an Administrative Delegate of Swedish or Swiss nationality.

In the absence of the President the sessions of the Commission are presided over by the Vice President, who assumes also the other duties of the President, except those which belong to him in his capacity of Delegate of the Swedish Government.

PRESIDENTIAL OFFICES

Special Office of the President: This office is for the special service of the President, particularly in regard to his duties as a delegate of the Swedish Government. The office prepares the correspondence of the President and arranges his appointments. It summons the members of the Commission of Administration and the Executive Committee to the sessions, of which it draws up and distributes the agenda.

Maritime Office: Receives and acts upon all communications concerning the movement of Swedish vessels, receives the bills of lading, completes formalities with competent authorities relative to the unloading and the departure of the vessels, controls the reports of the maritime courier and endorses the invoices having to do with maritime operations.

Office of Technical Inspections and Service of Supplies: Is entrusted with the supervision of warehousing and transport of foodstuffs, from the standpoint of technical conditions, of hygiene and of safety. It controls the upkeep of buildings, of the equipment and of the supplies and accomplishes the work and makes the purchases pertaining to them. It has under its orders the vehicles of the CRI (sic. This means Commission of Administration.) in accordance with the decisions of the Commission or of the Executive Committee and maintains their upkeep.

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General Secretariat: The General Secretary of Greek Nationality is responsible to the neutral Chiefs of Divisions for the Greek personnel of the Commission. He oversees the operation of the services and the application of the rulings. He signs important documents (reports, accounts and plans) drawn up by the Greek personnel and addressed either to the President directly or to the neutral heads of departments. He has under his direction the following services:

Organization and Personnel Office: Studies the questions relative to the organization of the services of the Commission. It proposes, on the advice of competent Chiefs of Divisions, the engagement, placement and commissioning of employees, as well as the allowance of leave to the personnel. It makes up monthly the list of appointments of personnel. It is responsible for the office supplies necessary to the operation of the various departments.

Central Liaison Office: Reads the letters, draws up mail sheets (see Supplement to this Appendix) and distributes the mail. It follows up the documents and keeps the archives of the Commission.

Translation Office: Translates into French all the documents of general interest which are not originally in this language, as well as, if necessary, the correspondence of the Commission; it also makes translations into Greek, and if such should be called for, into other languages.

Information Office and Press Service: Receives visitors and directs them, if necessary, to the proper department for a reply to their questions. Reads the daily papers, and prepares and distributes the press bulletins.

#### DIVISION OF CHILD WELFARE AND MEDICAL CARE

This department studies questions relative to the feeding of children and the sick as well as the organization and supervision of relief brought to these categories of the needy in the form of foodstuffs. It works with the Swiss Mission which has charge of the distribution of milk to the babies and of medicines, under the control of the Commission of Administration in whatever concerns foodstuffs and medicines sent to the Commission.

To accomplish these aims in the provincial localities, this Division must collaborate with the Supply Service for Children's Canteens.

#### Service for the Capital

Supply Service for Children's Canteens: Fixes the quantity of foodstuffs which will be allocated to the children's canteens of the Capital and issues delivery-orders.

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Supply Service for Hospitals, Orphanages and Charitable Institutions: Issues the delivery orders for the hospitals, orphanages and charitable institutions of the Capital.

Service for the Distribution of Fresh Milk: Is in charge of the exchange of bran for milk and of chicken feed for eggs. It distributes these products to the hospitals, orphanages and charitable institutions as well as to the sick cared for at home.

Service for the Improvement of Children's Canteens: Aids the existing organizations of children's canteens in their task, by sending competent personnel into the canteens to instruct the existing personnel in its duties. It should make reports on the buildings and technical installations of the canteens and investigate the methods by which they may be improved.

Medical Service of the Children's Canteens: Organizes and centralizes medical supervision of the children in the canteens and the medical examinations necessary for the admission of sick, feeble, or the undernourished children to the canteens.

Private Medical Service: Is in charge of the Dispensary; makes inspection visits to the sick at home.

Service for the Provinces

Service for the Organization and the Inspection of Children's Canteens in the Provinces: Collects the local data on the nourishment of children and sick in the Provinces. It organizes children's canteens. It sends to the Division of Supplies for the Provinces the data necessary for the issuance of delivery orders. It provides for the inspection of the operation of the children's canteens by its own inspectors, whom it is in a position to send to the localities, by the Provincial Delegates, or by inspectors coming from the Division of Supplies for the Provinces.

Service for the Organization and Inspection of the Supplying of Hospitals, Orphanages and Charitable Institutions in the Provinces: Collects the data relative to the supplying of the hospitals, the orphanages and the charitable institutions, and sends to the Division of Supply for the Provinces the data necessary to the issuance of delivery orders. It controls the supplying of the institutions in question by means of the Provincial Delegates or even, if necessary, by its own inspectors.

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DIVISION OF DOCUMENTATION AND OF COORDINATION OF RELIEF

It gathers all the data necessary in order to follow the food supply changes in the different regions of Greece as well as, along general lines, the data necessary to the activity of the Commission of Administration in formulating general projects for the distribution of relief and in drawing up reports and accounts on the subject of the activity of the Commission.

Statistical Service: Follows, by means of statistical reports, the functioning of the different services so that the Commission may know at any moment the supplies which are available and the degree of accomplishment of its program.

Documentation Services: Collects information, statistics or other data on the food situation and the sanitary and economic status of the country, in such a manner as to assure the Commission the means of knowing the needs of the population and the effectiveness of the relief brought by the Red Cross (sic. Means Commission of Administration).

Office of General Relief Plans: Formulates general plans for the allocation of the relief and draws up reports on the disposition of the foodstuffs administered by the Commission.

Budget Bureau: Watches the administration of the funds, prepares, in cooperation with the economic services, reports on the administration of the finances; prepares for each month the budget of the Commission and submits to it suggestions on the subject of the charges to be made for the foodstuffs which are distributed.

DIVISION OF SUPPLIES FOR THE CAPITAL

This is the division which is responsible for the distribution of bread and of foodstuffs in the administrative area of the Capital. It includes the following divisions:

Office for the Control of the Right to Participate in the Distributions: This office has the responsibility of verifying the right to participate in the distributions carried out under the supervision of the Commission, except for that of bread.

Office for the Control of the Distribution of Bread: Has the responsibility of controlling the bread cards and the issuance of the delivery orders for flour, for both ordinary rations and supplementary rations.

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Office for the Distribution of Foodstuffs by Grocers:  
Organizes the distribution of foodstuffs by the grocers.

Office for Special Relief: Centralizes the questions relative to the feeding of persons who are in distress as a result of the war. It also handles the matter of the supplying of the prisons of the Capital.

Office for the General Inspection of Distributions: Supervises distributions of any kind with the object of suppressing any fraud on the part of individuals, institutions or organizations having the responsibility of delivering goods to the public.

#### DIVISION OF SUPPLIES FOR THE PROVINCES

This division has for its purpose the organization for supplying the Provinces. It examines the requests presented by the representatives of the population or the local authorities and formulates, within the general limits of relief, detailed plans for the allocation of the relief in the provincial localities. It organizes, while keeping the competent authorities informed, the Central and Local Committees\* for the distribution of foodstuffs to the population as well as to the public kitchens. It also is in charge of the supplying of the children's canteens, the hospitals, the orphanages and public welfare institutions, in which it collaborates with the Division of Child Welfare and Medical Care.

Service of Study and Allocation: Collects local data on the food situation in the Provinces, taking care to communicate to the Division of Child Welfare and Medical Care all the data which it obtains on the subject of the situation of the children and the sick. It establishes the number of participants in the distributions and the quantities of foodstuffs to be allocated. It prepares the orders for delivery to the Provinces, taking into account the data furnished by the Division of Child Welfare and Medical Care insofar as the children's canteen, hospitals, orphanages and public welfare institutions are concerned.

Service of Control and Inspection: Receives the acknowledgement of the receipt of supplies from Central Committees and Local Committees and collects the reports on the functioning of the distributions in the Provinces. It organizes the inspection trips for the Provinces. All the data relative to the operation of children's canteens and the supplying of the hospitals, orphanages and public welfare institutions collected by this office is forwarded to the Division of Child Welfare and Medical Care.

\*Note: The permanent Delegates now perform this function because they are in closer touch with affairs in their individual districts.

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Provincial Delegates: The Swedish or Swiss Delegates in the provinces are stationed temporarily or permanently in the large centers. They are concerned with the organization of the Central Committees and the Local Committees and with the receipt of the shipments of foodstuffs, accomplishing the allocation of the foodstuffs among the Local Committees, according to the established program. They oversee the distribution of these foodstuffs to the population and to the various institutions. Where the children's canteens, the hospitals, the orphanages and the public welfare institutions, are concerned, the Delegates to the Provinces should ask for instructions from the Division of the Child Welfare and Medical Care and submit reports to the Chief of this Division as well as to the Chief of the Division of Supplies for the Provinces. (In practice these Delegates are all Swedes).

DIVISION OF INDUSTRIAL SERVICES (Piraeus Office)

This office organizes the unloading, the warehousing and the transportation of foodstuffs, the manufacture of flour, of flour pastes, etc., as well as the execution of delivery orders and shipments to the Provinces. The Head of the Division is assisted by an Inspector of Mills and by an Assistant Chief. There is a branch of this Division in Salonika which is in the charge of a Subdirector. The Division includes the following services:

Secretariat: The Secretariat is responsible for the administrative service of the Piraeus Office.

Transport Services

Unloading Services: Organizes the unloading of the boats, checks the condition of the goods at the moment of unloading and is responsible for their delivery in good condition to the transportation conveyors.

Office for Overland Shipments to the Provinces: Organizes the transport into the Provinces by truck or by railroad, arranges the hiring of trucks, of railroad cars, etc.

Service of Maritime Shipments to the Provinces: Organizes shipments to the provinces by water. It is in charge of the chartering and of the loading of the boats (caïques).

City Transport Services: Organizes transportation within the city. It has charge of the vehicles at the disposal of the Piraeus office and arranges the hiring of additional means of transport.

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Convoy Service for Provisions: Furnishes the escort necessary for the safety of the foodstuffs shipped by land or by sea.

Warehouse Service: Is responsible for the receipt of foodstuffs coming into the warehouses, their safekeeping and their preservation as well as the authorizations and delivery orders. It is in charge also of the collection, classification and allocation of sacks. The service of warehouses includes a central office and regional offices, comprising the personnel assigned to each warehouse.

Manufacturing Services: Supervises the manufacture of wheat products and controls both the quantity and the quality of the products manufactured. It is composed of a central office, which is in charge of the supervision of the accounts relative to the quantities of raw material used and of products obtained, and a field service comprising the personnel appointed to see that the manufacture is according to the regulations laid down by the central service.

Economic Services: Is in charge of the accounts of the foodstuffs and of the accounts of receipts and expenses of the Piraeus Office. It comprises principally the accounting service for the administration of foodstuffs (reception, administration of the warehouses), the accounting service for manufacture, the accounting service for financial administration of the Piraeus Office and the cashier of the Piraeus Office.

#### DIVISION OF ECONOMIC SERVICES

This division is in charge of the administration of the funds of the Committee, of making up the estimates and the reports, of keeping the accounts relative to the administration of the funds and of striking the balances. It includes the following services:

Accounting Service for the Administration of Foodstuffs (Reception, Warehouses, Manufacture, Deliveries)

Accounting Service for the Financial Administration

Cashier's Office

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Source: From material provided by Mr. Paul Mohn.

SUPPLEMENT TO  
APPENDIX D

SAMPLE OF MAIL SHEET

Summary of Contents <sup>a/</sup>

1. (Incoming)	To -----
2. (Outgoing)	From -----
	Mail No. -----
1. (Incoming)	To
2. (Outgoing)	From
	Mail No.
1. (Incoming)	To
2. (Outgoing)	From
	Mail No.
1. (Incoming)	To
2. (Outgoing)	From
	Mail No.

Etc.

Source: This form was furnished by Mr. Mohn.

<sup>a/</sup> All incoming and outgoing mail is routed through the Central Liaison Office and summarized in this fashion. These mail sheets are sent around to all departments together with the letters which are addressed to the individual divisions.

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APPENDIX E

KEY PERSONNEL OF EACH DIVISION OF THE GREEK RELIEF COMMISSION

Listed below is the key personnel of each Division. A short background sketch is included for the Greek personnel.

PRESIDENTIAL OFFICES

Miss W.E. Psaltis, in charge of the President's Special Office. She is a lawyer and authority on international law, having received her training in Paris, Berlin, and Brussels. Her languages are French, German, and Greek.

G. Enbom, head of the Maritime Bureau.

Mr. Iverson, shipping expert in the Maritime Bureau. He is a Norwegian and is, therefore, not a member of the Commission.

L. Peyron, assistant to Enbom in the Maritime Bureau.

Eugene Baumann, head of Office of Technical Inspection.

Koroni Bey, General Secretary.

Miss M. S. Tsolaki, in charge of the Central Liaison Office. Her languages are French, English and Greek.

Solon Xenakis, in charge of the Office of Translations. He is an economist who studied at the University of Geneva and was formerly with the League of Nations. His languages are French, English, German, Italian, Spanish, and Greek.

DIVISION OF CHILD WELFARE AND MEDICAL CARE

Dr. Frederic von Fischer, Chief of the Swiss Mission and Swiss Delegate on neutral Administrative Commission.

Edwin Baer, in charge of supply center for children's canteens and baby centers.

Aristotelio Koutsoumaris, volunteer collaborator in Department of Services for the Capital. Former Prefect of Police. He organized the Asiles de Nuits d'Athenes. His languages are French and Greek.

Xenos Lefcoparidis, in charge of the Department of Services for the Provinces. He is a lawyer and former Secretary of the Greek Delegation to the Commission for the Exchange of Greco-Turkish Populations. His languages are French, German, and Greek.

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Stephanos Pasmatsoglou, volunteer collaborator in charge of Service for the Improvement of Children's Canteens. He was the editor of the newspaper "Proia". A graduate of the University of Berlin, his languages are French, English, German, and Greek.

DIVISION OF SUPPLIES FOR THE CAPITAL

G. Risberg, Chief Consul of Sweden and representative of a Swedish business concern.

Demetrios Phocas, in charge of the Service of the Control of the Right of Participation in the Distribution of Foods. He is a retired admiral. His languages are French, English, Italian, and Greek.

Nicolas Koukoutsis, in charge of the Service of the Distribution of Foodstuffs in the Capital. He is a retired colonel and a good disciplinarian. His languages are French and Greek.

Jean Legakis, in charge of the Service of Special Relief. He is a reserve officer of the Greek Army and a former instructor of stenography.

Michel Voglis, in charge of the Service for the Control of the Distribution of Bread. Formerly a professor in various military schools. His languages are French and Greek.

George Skandalis, in charge of the Inspection Service. He is a retired General and former Minister of National Defense and of the Air. His languages are French and Greek.

DIVISION OF SUPPLIES FOR THE PROVINCES

C. Riffel, Chief.

Nicholas Deas, assistant to Riffel. He is a retired Colonel of Aviation. His languages are French and Greek.

M. Nordenstrom, inspection work.

DIVISION OF DOCUMENTATION AND COORDINATION OF RELIEF

B. Helger, Chief.

Khristoforos Khristidis, Assistant to Helger. He is a lawyer, and his languages are Turkish, French, English, German, and Greek.

DIVISION OF ECONOMIC SERVICES

G. Wallden, accountant in charge.

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Stylianos Blassas, clerk. Former financial director of the Societe Hellenique. His languages are French, English, and Greek.

Andrea Calamidas, clerk. He was formerly Chief Clerk for the American Express Company in Constantinople. His languages are French, English, Italian, Turkish, and Greek.

DIVISION OF INDUSTRIAL SERVICES

Piraeus

Hans Kamm, Chief of the Division.

J. J. Bickel, assistant to Kamm.

E. Danielson, milling expert.

Walter Elmer, clerk statistician.

George Maraveless, in charge of the technical control of bread-making. Formerly a lieutenant in the Greek Army who was in charge of the bread-making at Korytsa, Albania, in the Greek-Italian War of 1940-1941. He speaks only Greek.

Photios Ioannides, chief clerk in Economic Services. His languages are French, English, Turkish, and Greek.

Alexander Exarchopoulos, transport counselor. Formerly technical counselor of the Ministry of Supply. He speaks only Greek.

Leon Marcantonatos, secretariat. He is a lawyer and has diplomas from several European universities. His languages are French, Russian, English, German, and Greek.

Constantine Papaikonomou, warehouse services. He was formerly Chief Clerk in the private office of Karydis. His languages are French and Greek.

Emmanuel Bafakis, manufacturing services. He is a lawyer, and his languages are French and Greek.

Jean Kandylis, laboratory chemist. His languages are German and Greek.

Salonika

Emil Wenger, subdirector.

Emil Zeller, milling expert.

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APPENDIX F

TOTAL COMMODITIES SHIPPED TO GREECE FROM CANADA  
FOR ACCOUNT OF THE RELIEF COMMISSION, AUGUST 1942  
THROUGH DECEMBER 1943

Commodities	Last four months '42 (long tons)	First six months '43 (long tons)	Last six months '43 (long tons)
<u>Food</u>			
Wheat	75,118	69,601	101,814
Wheat flour	44	-	-
Rice	-	-	383
Rolled oats	-	-	24
Soya bean flour	-	-	102
Condensed milk )	76	1,609	1,794
Evaporated milk )			2,107
Powdered milk	-	-	69
Dried beans )	3,000	17,234	3,036
Dried peas )			8,828
Dried soup concentrate	-	600	3,520
Ovaltine	-	-	56
Sweet cocoa	-	-	13
Cocoa butter	-	-	200
Pabulum	-	-	51
Total food supplies	78,238	89,044	121,997
<u>Equipment</u>			
Cars	10 Fords	3 Chevrolets	2 Fords
Trucks	6 "	-	1 "
Gasoline	22,073 gals.	21,060 gals.	47,475 gals.
Lubricating oil	1,720 gals.	1,720 gals.	2,160 gals.
Grease	400 lbs.	400 lbs.	600 lbs.
Automobile spare parts	-	1 T. 909 lbs.	5 T. 752 lbs.
Tires and tubes	-	32 pieces	90 pieces
Miscellaneous oils	-	444 lbs.	2 T. 542 lbs.
Bicycles & accessories	-	-	9
Motocycles	-	-	16
Ball bearings	-	-	1 case
Shop tools and equipment	-	-	452 lbs.
Food cookers	-	-	9 T. 840 lbs.
Kitchen utensils	14 cases	-	-
Twine and thread	-	-	1 T. 1,752 lbs.
Sewing machines and parts	-	-	2
Typewriters	-	-	2
Office supplies (including one file cabinet)	-	9 T. 1,888 lbs.	311 lbs.
Padlocks	-	-	100 lbs.
<u>Medical</u>			
Soap	-	-	1 T. 620 lbs.
Medical supplies a/	-	-	1,500 pieces
Blankets and sheets	-	-	18 T. 23 lbs.
Hospital equipment	301 lbs.	-	-

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Source: Greek Relief Office, Special Areas Branch, FEA.

a/ Total value of medicines and other supplies contributed by American Red Cross from August 1942 to December 1943: Supplies allocated \$607,948.57; Supplies shipped \$261,387.34  
Total value of medicines contributed by Canadian Red Cross from August 1942 to December 1943: \$230,851.00

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T A B L E A U C O M P A R A T I F  
DES NAISSANCES ET DES DECES DANS L'EX-GOUVERNORAT DE LA CAPITALE ET LE PELOPONNESE  
ENTRE LE 1er JUILLET 1941 ET LE 30 JUIN 1943

		Ex Gouvernorat de la Capitale (34 localités) population 1,088,844						P é l o p o n n è s e (19 localités) population 269,781					
		Chiffres absolus			Proportion par 1000 habitants			Chiffres absolus			Proportion par 1000 habitants		
M O I S		Nais- sances	Décès	Diffé- rence	Nais- sances	Décès	Diffé- rence	Nais- sances	Décès	Diffé- rence	Nais- sances	Décès	Diffé- rence
Juillet	1941	1.273	1.466	- 193	1,17	1,35	-0,18	401	366	+ 35	1,49	1,36	+ 0,13
Août		900	1.626	- 726	0,83	1,49	-0,66	286	356	- 70	1,06	1,32	- 0,26
Septembre		777	1.710	- 933	0,71	1,57	-0,86	245	349	- 104	0,91	1,29	- 0,38
Octobre		948	2.444	-1.496	0,87	2,24	-1,37	301	443	- 142	1,12	1,64	- 0,52
Novembre		839	4.742	-3.903	0,77	4,36	-3,59	255	669	- 414	0,95	2,48	- 1,53
Décembre		753	7.131	-6.378	0,69	6,55	-5,86	300	1.020	- 720	1,11	3,78	- 2,67
T o t a l		5.490	19.119	13.629	5,04	17,56	12,52	1.788	3.203	- 1.415	6,63	11,87	- 5,24
Janvier	1942	968	6.861	-5.893	0,89	6,30	-5,41	384	1.005	- 621	1,42	3,73	- 2,31
Février		1.438	6.232	-4.794	1,32	5,72	-4,40	569	931	- 362	2,11	3,45	- 1,34
Mars		1.496	6.367	-4.871	1,37	5,85	-4,48	533	873	- 340	1,98	3,24	- 1,26
Avril		1.278	4.085	-2.807	1,17	3,75	-2,58	433	801	- 368	1,61	2,97	- 1,36
Mai		957	3.168	-2.211	0,88	2,91	-2,03	353	736	- 383	1,31	2,73	- 1,42
Juin		1.090	3.177	-2.087	1,00	2,92	-1,92	332	786	- 454	1,23	2,91	- 1,68
Juillet		814	3.116	-2.302	0,75	2,86	-2,11	268	865	- 597	0,99	3,21	- 2,22
Août		678	2.556	-1.878	0,62	2,35	-1,73	258	751	- 493	0,96	2,78	- 1,82
Septembre		511	2.248	-1.737	0,47	2,06	-1,59	214	624	- 410	0,79	2,31	- 1,52
Octobre		648	2.705	-2.057	0,60	2,48	-1,88	250	781	- 531	0,93	2,89	- 1,96
Novembre		563	2.796	-2.233	0,52	2,57	-2,04	231	789	- 558	0,86	2,92	- 2,06
Décembre		809	2.339	-1.530	0,74	2,15	-1,41	251	650	- 401	0,93	2,41	- 1,48
T o t a l		11.250	45.650	34.400	10,33	41,93	31,60	4.076	9.592	- 5.516	15,11	35,55	-20,44
Janvier	1943	1.138	1.978	- 840	1,05	1,82	0,77	290	533	- 243	1,07	1,98	- 0,91
Février		1.113	1.522	- 409	1,02	1,40	-0,38	250	389	- 139	0,93	1,44	- 0,51
Mars		1.325	1.385	- 60	1,22	1,27	-0,05	311	351	- 40	1,15	1,30	- 0,15
Avril		1.265	1.120	+ 145	1,16	1,03	+0,13	254	293	- 39	0,94	1,09	- 0,15
Mai		1.333	968	+ 365	1,22	0,89	+0,33	273	260	+ 13	1,01	0,96	0,05
Juin		1.286	1.136	+ 150	1,18	1,04	+0,14	238	297	- 59	0,88	1,10	0,22
T o t a l		7.460	8.109	649	6,85	7,45	-0,60	1.616	2.123	- 507	5,98	7,87	- 1,89

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SERVICE DE STATISTIQUE  
ET DE DOCUMENTATION

NOVEMBRE 1943

D E C E S  
Proportion par 1000 habitants

Localités	Popu- lation Recens. Oct. 1940	1940			1941			1942			1943
		1er se- mestre	2me se- mestre	Total	1er se- mestre	2me se- mestre	Total	1er se- mestre	2me se- mestre	Total	1er se- mestre
Iles (20 local.)	134.299	7,71	7,44	15,15	7,81	21,88	29,69	44,05	16,11	60,16	-
Ex-Gouvernorat de la Capitale (34 local.)	1088.844	6,33	6,08	12,41	7,43	17,56	24,99	27,45	14,47	41,92	7,45
Grèce Continentale et Ile d'Eubée (19 local.)	162.775	5,56	5,47	11,03	6,80	9,92	16,72	20,61	12,88	33,40	-
Péloponnèse (19 local.)	269.781	6,33	6,75	13,08	7,30	11,87	19,17	19,02	16,53	35,55	7,87
Thessalie (9 loc.)	155.588	6,65	6,89	13,54	6,44	8,04	14,48	18,39	16,56	34,95	-
Macédoine (14 loc.)	355.164	5,95	5,85	11,80	5,80	7,78	13,58	14,29	19,59	33,88	-
Crète (3 local.)	73.146	5,69	6,67	12,36	6,03	12,44	18,47	10,06	10,99	21,05	-
Epire (9 local.)	54.912	6,16	9,16	15,32	23,77	7,79	31,57	10,03	16,35	26,39	-
T o t a l (127 localités)	2294.509	6,29	6,31	12,60	7,42	14,04	21,46	23,32	15,57	38,89	-

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SERVICE DE STATISTIQUE  
ET DE DOCUMENTATION

NOVEMBRE 1943

NAISSANCES  
Proportion par 1000 habitants

Localités	Popu- lation Recens. Oct. 1940	1940			1941			1942			1943
		1er se- mestre	2me se- mestre	Total	1er se- mestre	2me se- mestre	Total	1er se- mestre	2me se- mestre	Total	1er se- mestre
Iles (20 loc.)	134.299	11,22	11,30	22,52	11,08	7,07	18,15	9,47	4,53	14,00	-
Ex-Gouvernorat de la Capitale (34 local.)	1088.844	7,43	7,37	14,80	6,04	5,04	11,08	6,64	3,69	10,33	6,85
Grèce Continentale et Ile d'Eubée (19 local.)	162.775	11,79	10,12	21,91	9,80	6,62	16,42	10,35	6,28	16,63	-
Péloponnèse (19 local.)	269.781	11,61	10,03	21,64	10,23	6,63	16,86	9,65	5,46	15,11	5,99
Thessalie (9 loc.)	155.588	11,38	10,40	21,38	8,68	5,87	14,55	11,05	6,97	18,02	-
Macédoine (14 loc.)	355.164	11,90	9,83	21,81	7,86	5,72	13,58	11,28	6,84	18,14	-
Crète (3 local.)	73.146	14,01	11,94	25,95	7,60	5,40	13,00	8,20	8,46	16,67	-
Epire (9 local.)	54.912	11,05	9,12	20,17	8,74	4,90	13,64	11,42	8,72	20,14	-
T o t a l (127 localités)	2294.509	9,71	8,88	18,59	8,14	5,63	13,77	8,60	5,12	13,72	-

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SERVICE DE STATISTIQUE  
ET DE DOCUMENTATION

NOVEMBRE 1943

D I F F E R E N C E  
ENTRE NAISSANCES ET DECES  
Proportion par 1000 habitants

	Popu- lation Recens. Oct. 1940	1940			1941			1942			1943
		1er se- mestre	2me se- mestre	Total	1er se- mestre	2me se- mestre	Total	1er se- mestre	2me se- mestre	Total	1er se- mestre
Iles (20 local.)	134.299	+ 3,51	+ 3,86	+7,37	+ 3,27	14,81	-11,54	-34,58	-11,58	-46,16	-
Ex-Gouvernorat de la Capitale (34 localités)	1088.844	+1,10	+1,29	+2,39	- 1,39	-12,52	-13,91	-20,81	-10,78	-31,59	-0,60
Grèce Continentale et Ile d'Eubée (19 localités)	162.775	+6,23	+4,65	+10,88	+ 3,00	- 3,30	- 0,30	-10,26	- 6,60	-16,86	-
Péloponnèse (19 local.)	269.781	+5,28	+3,28	+8,36	+2,93	- 5,24	- 2,31	- 9,37	-11,07	-20,44	-1,83
Thessalie (9 loc.)	155.588	+4,73	+3,51	+8,24	+2,24	- 2,17	- 0,07	- 7,34	- 9,59	-16,93	-
Macédoine (14 loc.)	355.164	+5,96	+3,98	+9,94	+2,06	- 2,06	- 0,00	- 3,01	-12,76	-15,77	-
Crète (3 loc.)	73.146	+8,32	+5,27	+13,59	+1,57	- 7,04	- 5,47	- 1,86	- 2,53	- 4,38	-
Epire (9 loc.)	54.912	+4,89	- 0,04	+4,85	-15,03	- 2,89	-17,93	1,39	- 7,63	- 6,25	-
T o t a l (127 localités)	2294.509	+3,42	+ 2,57	+5,99	+ 0,72	- 8,41	- 7,69	-14,72	-10,45	-25,17	-

MOUVEMENT DE LA POPULATION 1940, 1941  
1942, 1943 (Yer semestre)

EX-GOUVERNORAT DE LA CAPITALE						
34 localités			Population 1.088.844			
ANNEES	Chiffres absolus			Proportion par 1000 habitants		
	Nais- sances	Deces	Diffé- rence	Nais- sances	Décès	Diffé- rence
1940						
semestre a	8.093	6.893	+ 1.200	7,43	6,33	+ 1,10
semestre b	8.029	6.624	+ 1.405	7,37	6,08	+ 1,29
T o t a l	16.122	13.517	+ 2.605	14,80	12,41	+ 2,39
1941						
semestre a	7.662	8.086	- 424	6,04	7,43	1,39
semestre b	5.490	19.119	-13.629	5,04	17,56	-12,52
T o t a l	13.152	27.205	-14.053	11,08	24,99	-13,91
1942						
semestre a	7.227	29.890	-22.663	6,64	27,45	-20,81
semestre b	4.023	15.760	-11.737	3,69	14,47	-10,78
T o t a l	11.250	45.650	-34.400	10,33	41,92	-31,59
1943						
semestre a	7.460	8.109	- 649	6,85	7,45	- 0,60

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APPENDIX H

REVISED PLAN FOR DISTRIBUTION OF SUPPLEMENTARY  
RATIONS FOR INDUSTRIAL WORKERS IN GREECE

The Commission planned, as from September 1, 1943, to reduce the supplementary rations for workers by about 6,000, which would result in a saving of about 23 tons of bread or 16.5 tons of flour per month.

This figure must not be regarded as final or fixed, however, since the number of workers employed in the factories which receive such rations may vary considerably from month to month, and some factories cease production for certain periods. It was anticipated, however, that under the new plan the number of workers' rations per day would not greatly exceed 18,000.

The above-mentioned reductions affect the following industries:

	<u>No. of Factories</u>	<u>No. of Workers</u>
1) Cigarette factories	28	3,195
2) Textile industry	157	7,335
3) Carpet industry	25	411
4) Small saw mills	6	34
5) Printing presses and newspapers	1	823

Because of the nature of their work and the destination of their products these industries were not considered of sufficiently vital importance to the Greek civilian population to justify the issue of extra bread rations.

The groups which would receive supplementary rations under the new regulations are as follows:

- 1) Iron and metal industry
- 2) Foundries
- 3) Plaster and cement industry
- 4) Stone and marble quarries
- 5) Brick factories
- 6) Building industry (only large firms working for the municipal authorities)
- 7) Shipyards
- 8) Coach and barrel manufacturers
- 9) Dye factories
- 10) Fertilizer and sulphur products
- 11) Electro-chemical industry
- 12) Rubber industry
- 13) Glass manufacturers
- 14) Paper mills

- 15) Tanners
- 16) Oil works
- 17) Cotton-bleaching works
- 18) Laundries and dyers
- 19) Artificial ice factories

These industries would receive extra rations only by observing the condition regarding minimum production for the Greek civilian population.

Other groups which would receive supplementary rations under the new regulations were in the public utility services as shown below:

- 1) Municipal workers
  - a) Road workers (road building, maintenance and cleaning of streets)
  - b) Refuse collectors
  - c) Park and garden workers
  - d) Cemetery workers
- 2) Workers in electrical plants
- 3) Athens-Piraeus railway, trams
- 4) Post, telegraph, telephone
- 5) Gasworks
- 6) Waterworks
- 7) Fire brigades
- 8) Porters

At least 70 percent of the rations distributed would go to employees in the public services.

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Source: State Department Dispatch from Stockholm, No. 2282. October 9, 1943. Item 3.

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APPENDIX I

ALLIED DIRECTIVES AND FINAL TERMS OF NEW BARTER  
AGREEMENT IN GREECE

Allied Directives for New Barter Agreement for the 1943-44  
Olive Crop

- a. No Greek foodstuffs other than olive oil and dried or fresh fruits and fresh vegetables to be consumed by the occupying forces or exported from Greece or otherwise excluded from an equitable distribution among the Greek civil population.
- b. Olive oil and dried fruits to be collected jointly by the Commission and the occupying authorities in specified areas.
- c. No olive oil or dried fruits other than those so collected to be consumed by the occupying forces or exported from Greece or otherwise excluded from an equitable distribution among the Greek civil population.
- d. The olive oil and dried fruits so collected to be reserved for distribution by the Commission to the Greek civil population in the same way as other relief goods until the essential requirements of the Greek civilian population are satisfied.
- e. Any surplus then remaining to be divided between the Commission (which would distribute them as above) and the occupation authorities in a proportion considered to be reasonable by the Commission.
- f. Any share of olive oil and dried fruits thus allocated to the occupying authorities to be compensated before it is released to the occupying authorities by imports of foodstuffs having a corresponding nutritive value which are to be placed at the disposal of the Commission for distribution to the Greek civil population as above.
- g. The financial arrangements to be such as would enable the Commission to distribute the goods received by it under this arrangement in such a way that nobody in need of them is deprived of his share by lack of financial means.
- h. The Commission should have sufficient control over the operation to insure its correct fulfilment.
- i. Transport and storage necessary to be provided by the occupying forces without charge.
- j. No olive oil or dried fruits destined for the occupying authorities to be transported on relief ships under safe conduct.

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Final Terms of Barter Agreement for the  
1943-44 Olive Oil Crop

In connection with the agreement placed on record in March, 1943, in regard to the "Hallaren", which is hereby confirmed, the following agreement was concluded this day in Bucharest between the President of the Greek Relief Commission and the Representative of the Swedish Government for Greek Relief on the one hand and the Special Commissioner of the German Ministry for Foreign Affairs for Southeast Europe on the other, regarding the collection of the 1943-44 olive oil harvest in Greece.

1. It was agreed that the collection of oil on Crete and the Ionian Islands and on Mytilene shall in principle be undertaken by the Commission and the German Special Commissioner respectively. As from the 1st December, 1943, dealings in oil in the remaining producing areas of Greece are to be free (neither the Commission nor the Germans may acquire oil after conclusion of barter collections) except in the case of the special action governed by Article 11. The contracting parties undertake not to collect any olive oil in Greece outside the framework of the present agreement so long as it remains in force except as may be agreed in advance.
2. The olive oil will in principle be collected by means of barter transactions in kind.
  - a) The principal barter goods will be wheat, pulse, and sugar. Each of the contracting parties will provide the barter goods which it requires in order to collect the quantities of oil mentioned below.
  - b) For the purpose of the collection of oil the proportion between the goods bartered will be: olive oil 100 units, wheat 60 units, pulse 30 units, sugar 10 units. This barter proportion may be increased or decreased by agreement between the Commission and the Office of Special Commissioner in Athens in order to suit local market conditions.
  - c) Each party will arrange at its own expense and at its own risk for the transport of its barter goods and the oil obtained therewith by sea and within the islands.
  - d) The oil will be regarded as having been collected and will count towards the barter quota from the time when it is taken over by the authorized representatives concerned at the place of collection. The authorities' representatives will arrange for the establishment of the places of collection.

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- e) The Elaion Company of Athens, will make its organization available for the execution of the collection of the oil. To the extent that the collection of oil on Crete and the Ionian Islands is carried out through the agency of this firm, there will be a special agreement on the subject between the Commission and the firm. The Special Commissioner will use his influence with a view to keeping the expenses of the collection of oil as low as possible so that even the poorer sections of the population may be in a position to pay for the monthly quantities distributed to them.
  - f) The contracting parties are prepared in the event of an unforeseen, temporary deficiency in any barter goods and to the best of their ability to lend each other the same, or to exchange with each other against other such goods, the exchange value to be determined on a commercial basis. (British Amendment: Commission is not to hand over any of its goods to Germans.)
3. The quotas of oil fixed for each of the two parties will be as follows:
    - a) For the Commission 12,000 tons gross, this quantity being intended for the relief of the Greek civilian population principally in the towns within the framework of the Commission's relief work. This does not include the 3,000 tons to be obtained in the Peloponnese under Article 11.
    - b) For the Special Commissioner 12,000 tons gross, intended for the requirements of the Wehrmacht, Wehrmachtsarbeiter and prisoners of war in Greece and for the export to Germany. (4,000 tons for export only, subject to advance compensation, to Commission's quota, and to general supply requirements of civilians.)
  4. It is a fundamental condition of any export of olive oil to Germany that, due regard being had to Article B (ii) (see Part One "Barter agreement") of the "Hallaren" Agreement, German foodstuffs of an equivalent calory value are imported into Greece within the framework of the Compensation Plan. No olive oil will be exported to Germany until both parties agree that there are no grounds for assuming that the annual quantities cannot be obtained and that there is no justifiable fear that the general supply requirements of the civilian population might be jeopardised thus rendering export inadvisable.
  5. For the purpose of reviewing the progress of the collection of olive oil on the islands and in the Peloponnese, the bodies entrusted with the collection will report to the Commission and the Office of the Special Commissioner in Athens respectively at monthly intervals, beginning on the 1st February 1944. On the basis of these reports the contracting parties or their representatives may, where required, agree to take such measures as may be considered necessary in any given case to effect an adjustment as between the interests of the two parties, always having regard to the supply requirements of the

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civilian populations for which the present agreement is intended to provide. (Commission can refuse to make good German quota, but Germans cannot put their own requirements ahead of Commission's.)

6. It is the intention of both parties to bring the collection of olive oil to a conclusion as rapidly as possible. As soon as it is concluded all dealings in olive oil, even in the aforesaid collecting centres, will immediately be declared free. It is further intended to place ten percent of the olive oil delivered to any place of collection in any month at the disposal of the producer for disposal at will anywhere within Greek territory (im griechischen Raum). Otherwise it is forbidden from now until the collection is concluded to remove olive oil from the collecting areas and particularly to use olive oil for the manufacture of soap in these islands. The date on which the export of quantities of oil which may be dealt in freely, i.e. ten percent of the quantity delivered, is again permitted can only be fixed after previous agreement between the Commission and the Office of the Special Commission in Athens. This step must be taken simultaneously in the two collecting areas.
7. If oil is needed for the supply requirements of the German troops on the Ionian Islands or on Crete it may, if both parties agree, be furnished by the Commission on the spot and replaced either by oil at the Piraeus or Salonika, or by the equivalent if both parties agree. (Allard said he would not agree to replacement by barter goods.)
8. The Commission's Delegates and the agents of the Special Commissioner shall be permitted to exercise the right of control in the aforesaid three areas within the framework of the agreement and to report independently to their superiors in Greece. The Commission's Delegates shall be permitted with the agreement of the agents of the Special Commissioner to request the local German military authorities direct to issue such special orders and regulations as may be considered necessary and appropriate for ensuring that the oil quotas are obtained.
9. The contracting parties declare themselves ready mutually to assist each other in order to bring the collection of the oil to a speedy conclusion. The German authorities will as far as possible facilitate the provision of transport on the islands and the movements of the Swedish Delegates.
10. The agreement regarding the joint collection of the 1942-43 olive oil harvest on Mytilene, concluded on the 16th April, 1943, shall cease to be valid on the 30th November, 1943. The quantities of oil which have by that time been obtained by barter and of barter goods still available will be liquidated in accordance with an arrangement to be concluded between Elaion and the Commission with the agreement of the Special Commissioner.

11. The collection of oil recently commenced in the Peloponnese, which will be extended under similar conditions to yield 3,000 tons of edible oil instead of 1,000, constitutes a special case. This quantity of oil is intended for the civilian population within the framework of the relief to the population of the towns and will in part be placed in reserve. The oil so collected will be distributed by the Commission.
12. In the event of force majeure restricting the execution of the collection of oil as contemplated under the present agreement, the contracting parties will meet for the purpose of discussing a new arrangement.
13. This agreement drawn up in triplicate, enters into force on the 1st December, 1943, and expires on the 30th November, 1944.

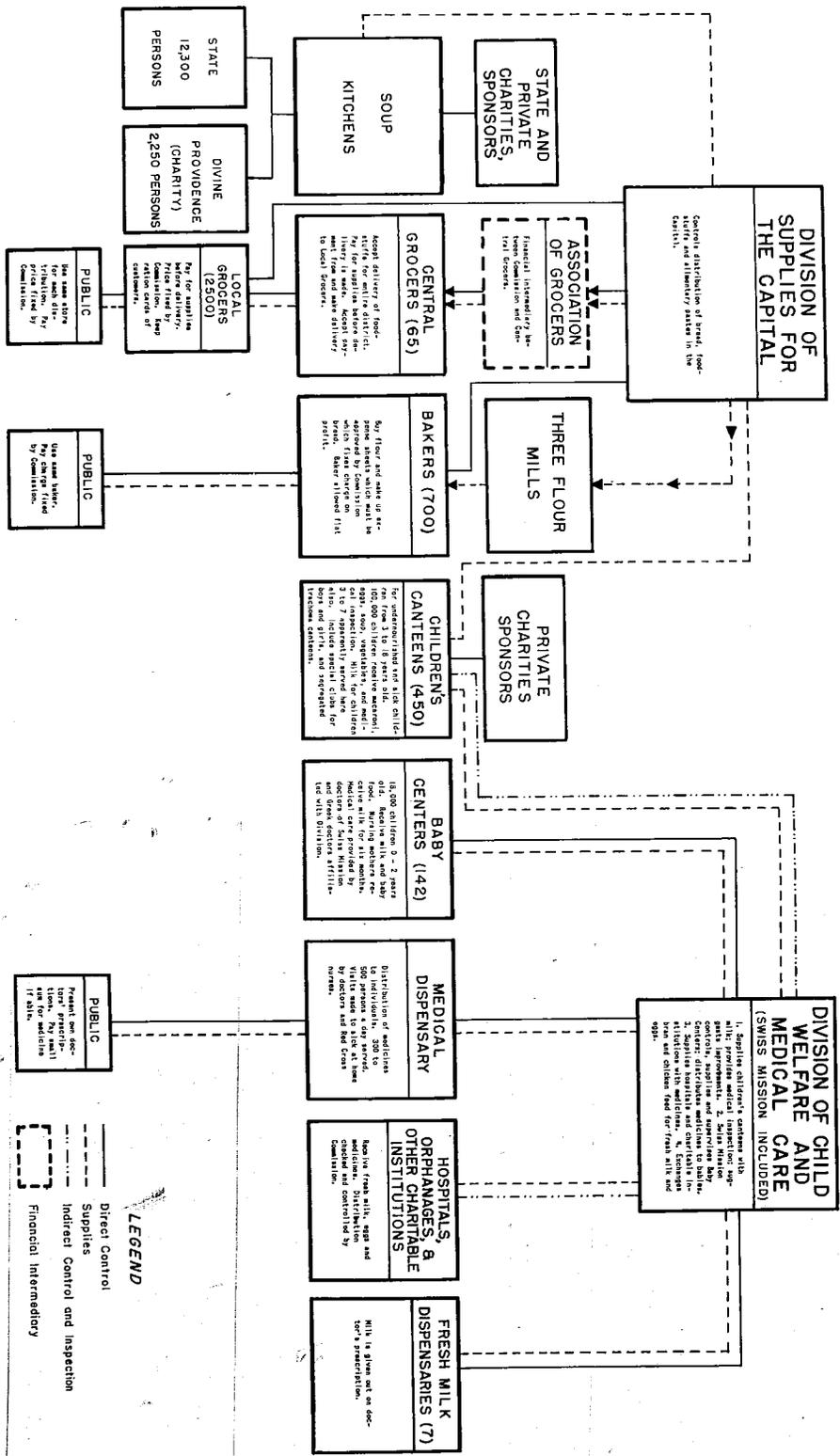
Bucharest, 30th November, 1943

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Source: State Department Dispatch from Stockholm, No. 2607. December 18, 1943, 8; and No. 2 Arfar, January 1, 1944 (MEW to Stockholm), No. 32 Arfar, January 13, 1944 (Stockholm to MEW), and No. 50 Arfar, January 19, 1944 (MEW to Stockholm).

# GREECE CAPITAL AREA

## FUNCTIONAL ORGANIZATION FOR THE DISTRIBUTION OF RELIEF SUPPLIES



NO. 1316-C MAY 6, 1944

**LEGEND**

— Direct Control

- - - Supplies

--- Indirect Control and Inspection

--- Financial Intermediary

DRAWN IN THE CARTOGRAPHIC SECTION, F.E.A.

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APPENDIX K

SPECIAL CATEGORIES OF PERSONS RECEIVING RELIEF  
FOODSTUFFS IN CAPITAL AREA OF GREECE  
AS OF SEPTEMBER 1, 1943

Categories	Number of persons	Monthly allotment (okes)	Foodstuffs
Invalids & war victims <i>g/</i>			
Adults	15,383	16,000	macaroni
Children	18,341	45,000	dried beans
Soup kitchens <i>b/</i>	12,300		
(Ration: 35 drammia dried beans; 25 drammia macaroni or groats)		32,908	dried beans
Divine Providence soup kitchens (Ration same as above)	2,258	3,000	macaroni
Children's canteens <i>c/</i>	100,000	10,090	groats
Hospitals and prisons <i>d/</i>	22,000	900	groats
		150	macaroni
		4,000	dried beans
		60,840	groats
		55,380	macaroni
		5,850	semolina
		153,660	dried beans
		23,400	soup powder
Various charitable institutions <i>e/</i> (Rations same as for soup kitchens)	3,813	1,450	groats
		1,200	macaroni
		6,632	dried beans
		440	flour
Greek Red Cross <i>f/</i>	623	3,000	macaroni
		1,120	dried beans
		3,000	flour
Commission personnel and workers <i>g/</i>	3,729	10	groats
		27,200	macaroni
		8,740	dried beans
		16,600	flour
Swiss Mission	197	900	macaroni
		960	flour
		500	dried beans
Children registered at grocers (supplementary rations)		May 300 drammia	groats
		July 1 pkg.	soup powder
		August 60 drammia	jam <i>h/</i>

Source: State Department Dispatch from Stockholm, No. 2282. October 9, 1943. Item 3, p. 3.

(Footnotes continued next page)

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Footnotes:

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- a/ These persons apparently receive their regular rations through soup kitchens or grocers, and the distribution noted here constitutes a supplementary ration.
- b/ The quantity allocated indicates that about 9,000 persons in this category receive double portions.
- c/ The ration in these canteens is adjusted to the need of the child.
- d/ Stockholm Dispatch, No. 1870. June 19, 1943.
- e/ About 1,000 of these persons appear to receive double rations.
- f/ These distributions were obviously to invalids requiring special nourishment.
- g/ Includes workers at the mills and macaroni factories.
- h/ From the Hallaren shipment (259,269 portions at 900 drachmes the portion). Stockholm Dispatch, No. 2446. November 13, 1943. Item 5.



APPENDIX M

ABRIDGED TABLE SHOWING NUMBER OF CUSTOMERS OF GROCERS AND  
CHANGES IN CAPITAL AREA OF GREECE DURING JUNE 1943

	Increases							Decreases							Total Number	
	Births	New Cards Other	Returned from the country	Moved	Divers causes	Change of cate- gory	Total	Deaths	Departed for country	Moved	False cards out	Divers causes	Change of cate- gory	Total	On 5-31-43	On 6-30-43
Athens	769	2,739	682	1,462	1,068	419	7,039	444	412	1,300	5,008	517	453	8,134	751,779	750,684
Piraeus	380	423	147	334	2,308	136	3,728	166	72	351	1,901	2,014	126	4,630	334,289	333,387
Environ	112	306	68	273	171	47	1,076	77	47	409	669	109	59	1,370	137,378	137,084
	1,261	3,467	797	2,169	3,547	602	11,843	687	531	2,060	7,578	2,640	638	14,134	1,223,446	1,221,155

The Director of the Service of Control

(Signed) D. J. Phocas

Source: State Department Dispatch from Stockholm, No. 2129. August 30, 1943. Item 7, Annex.

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APPENDIX N

COMMISSION CHARGES FOR FOOD AND PRICES ON THE FREE MARKET  
IN GREECE  
Commission Charges for Foodstuffs  
as of September 20, 1943  
(drachmes per oke)

Foodstuffs	Direct distribution	Bakers	Soup kitchensa/	Children's canteensb/	Institutions
<u>Capital Area</u>					
Wheat	-	-	-	-	-
Bread flourc/	800	290	-	-	-
Finer flour	1,000	-	-	150 (50)d/	400
Grits	800	-	150	150 (50)	300
Semolina	-	-	-	150 (50)	400
Alimentary pastes	1,200	-	400	150 (50)	800
Dried legumesa/	800	-	150	150 (50)	400
Soups:					
1 lb. box	280	-	50	50 (10)	140
5 lb. box	1,400	-	260	250 (50)	700
26 oz. box	460	-	90	90 (20)	230
<u>Provinces</u>					
Wheat	300	-	-	-	-
Bread flourc/	400	400	-	-	-
Fine flour	-	-	-	-	400
Grits	-	-	150	150	150
Semolina	-	-	-	200	200
Alimentary pastes	-	-	400	400	400
Dried legumes	-	-	150	150	150
Soups:			160	160	160
1 lb. box	-	-	50	50	50
5 lb. box	-	-	260	260	260
26 oz. box	-	-	90	90	90

Source: State Department Dispatch From Stockholm No. 2446. November 13, 1943.  
Item 2, Annex II.

(Footnotes on next page)

001003

Footnotes

- a/ The charge fixed for soup kitchens also applies to the kitchens for invalids and war victims.
- b/ Orphanages and children's boarding-schools are included in children's canteens.
- c/ It was expected that the charge for bread flour would increase within 15 days of this date.
- d/ The figures in parenthesis show the amount of the charges that goes to the account of the Commission; the balance is for the account of the Improvement of Children's Canteens.
- e/ Beans, chickpeas, little peas.

00 1004

Comparative Table of Commission Charges for  
Food and Prices on the Free Market  
(in drachmes per oke)

	Charges for food distributed by the Commission			Price on the free market	
	14 November 1942	20 September 1943		14 November 1942	20 September 1943
Athens Provinces					
Wheat	60	60		8,000- 9,000	7,300- 7,600
Bread flour	65	80	800	11,600-13,000	10,000-15,000
Bread	200a/		1,000 (Athens)	-	-
Finer flour	-	-	1,000	-	-
Grits	80b/	70	800	-	-
Semolina	100	110	-	-	-
Alimentary pastes	200	210	1,200	16,000-20,000	18,000-26,000
Dried vegetables	-	-	800	10,000	6,400-11,400
Milk				3,000- 4,000	7,600- 9,200
Oil				16,000-18,000	34,000-40,000

Source: State Department Dispatch From Stockholm, No. 2446. November 13, 1943.  
Item 2, Annex III.

a/ This price was obtained from Mr. Mohn's report of November 10, 1942, contained in State Department Dispatch from Stockholm, No. 1187, December 4, 1942.

b/ This may be a typographical error, inasmuch as prices in the Capital area were uniformly lower than those in the Provinces during this period.

001005

APPENDIX O

SAMPLE OF ACCOUNT OF DAILY EXPENSES OF BREAD-  
MAKING IN GREEK CAPITAL AREA DURING  
MARCH 1943  
(in drachmes)

Rent	500 drs.
Fuel	
Wood: 117 okes @ 150 drs.	17,550 "
Lignite: 6 " @ 100 "	600 "
Light and motor power	1,524 "
Salt: 5 kg. @ 400 drs.	2,000 "
Depreciation and repair of bread- making utensils	700 "
Water	300 "
Rations of workers: 350 okes bread @ 25 drs.	8,750 "
Value of workers' bread	1,000 "
Profit of bakers, plus 1 oke of bread	6,638 "
Ration of clerk charged with control of bread cards	1,980 "
Ration of clerk who sells bread	1,980 "
Transport, loading and unloading of flour: 250 okes @ 11 drs.	2,750 "
Value of yeast	3,064 "
Depreciation fund for mechanical in- stallations	750 "
Insurance against accidents to workers	200 "
Damage to empty sacks: 3½ sacks @ 350 drs.	1,225 "
Kitchen expenses of workers and clerks	5,400 "
	<hr/>
	56,911 "
Cost of flour: 250 okes @ 95 drs.	23,750 "
Total expenses of bread-making	80,661 drs.
Receipts from the sale of bread 350 okes @ 230 drs.	80,500 "

Source: State Department Dispatch from Stockholm, No. 1813.  
May 29, 1943. Item 10.

001006

DISTRIBUTIONS OF FOOD THROUGH GARDENS AND BAKERS IN GREEN CAPITAL AREA BY NEUTRAL COMMISSION AND OTHERS  
September 1942 to September 1943  
(200 drammas = 1.4 lbs.)

Month	Flour	Pulse	Monthly distributions/ (drammas)				Bread per day (drammas)	Bread complection Other food	Calories per day		Total
			Alimentary pastes	Greens	Relatives	Oil			From other sources	from other sources	
September 1942	200**				100**		60	494	73	39, plus mts	599
October 1942							60	494		90	584
November 1942	100		100	400	80**		60	494	170	59	723
December 1942	400		400		125**		60	494	291	115	900
January 1943	300			100	125**		70	576	291	115	982
February 1943	400				125**		70	576	313	115	1,004
March 1943	800				200 <sup>B</sup>	400*	26 days @ 70 dr. 5 days @ 60 dr.	552	397	115	966
April 1943	300	300**				400*	15 days @ 60 dr. 15 " @ 50 dr.	453	111	113	748
May 1943	800		300 <sup>B</sup>			25*	7 days @ 60 dr. 24 days @ 50 dr.	430	215	207	916
June 1943	400					25*	60	494	147	43	684
July 1943	400					60*	60	494	113	41	678
August 1943	200 <sup>B</sup>				200 <sup>B</sup>	100*	2 wks-40 dr. 2 wks-60 dr.	412	135	185	732
September 1943	200					100*	60 dr.	494	73	42	609

Sources: All distributions from September 1942 to February 1943, inclusive, are from a chart in Mr. John's possession. Those from March 1943 to August 1943, inclusive, are from a chart enclosed with Stockholm Dispatch No. 2531, December 6, 1943. Calorie values are taken from U.S. Dept. of Agriculture Circular 549, "Proximate Composition of American Food Materials," Charlotte, North Carolina, and Georgia Adams, June 1940. U.S. Government Printing Office, Washington, D.C.

- a/ The asterisk (\*) indicates distributions by the Commission from sources other than the Commission's suppliers. The double asterisk (\*\*) designates distributions made by the State or organizations other than the Commission. All other distributions were made by the Commission from Commission suppliers. Distributions from the Commission's suppliers were made to everyone with the exception of certain "Special Categories" (see Appendix K).
- b/ These were special shipments from Crete. The rations were bought by the Commission and re-sold to the public at the usual cost-plus-expense rate.
- c/ These supplies were brought on the Hallaren under the German Compensation Plan. They were distributed to everyone in the Capital. It was noted in Sandström's report of October 17 that 8 percent of the consumers had not drawn their ration of dried potatoes, and 23 percent had not drawn their potato flour. Sandström also reports that only 100 drammas dried potatoes were distributed at this time.
- d/ These were special distributions to children between 2 and 18. The greens and soup powder were from the Commission's supplies; the jam from the Hallaren.
- e/ In August, as a result of a bakery's strike, this distribution was planned. The strike lasted only from the 20th to the 23rd of August, but as the ships were late and there was no pulse for distribution, this distribution of flour was restricted as a substitute.
- f/ Information on distributions in September is incomplete.

Calorie composition of Foods (Calories per lb.)

(One = 400 drammas = 2.8 lbs.)	
Whole wheat flour	1,580
" " bread	1,175
Alimentary pastes	1,675
Green wheat grain	1,670
(potatoes)	385
Fresh potatoes	1,625
Dried potatoes	1,625
Potato flour	1,625
Dried vegetables	
(pulses)	1,285
Relatives	1,235
Sugar	1,680
Olive oil	4,080

APPENDIX Q

SAMPLES OF DELIVERY ORDER AND PHARMACIST'S INVOICE  
USED IN MEDICAL DISPENSARY IN GREEK CAPITAL

Delivery Order for Medicines Distributed to Individuals  
from Dispensary in Capital

---

No. ....

BON DU LIVRAISON

au Pharmacien du fournisseur M.....

Comme contribution ont été versées  
Drs. ....

A Athènes, le .....1943

Le Médecin .....

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001008

Pharmacist's Invoice of Medicines Delivered to  
Individuals from Dispensary in Capital

Triplicata de Livraison No. ....		
Le delivreur .....		
Le receveur .....		
Genre du medicament	Quantite	Valeur

Le delivrant \_\_\_\_\_

Athenes, le .....194..

Les susdits medicaments ont ete deja receptiones

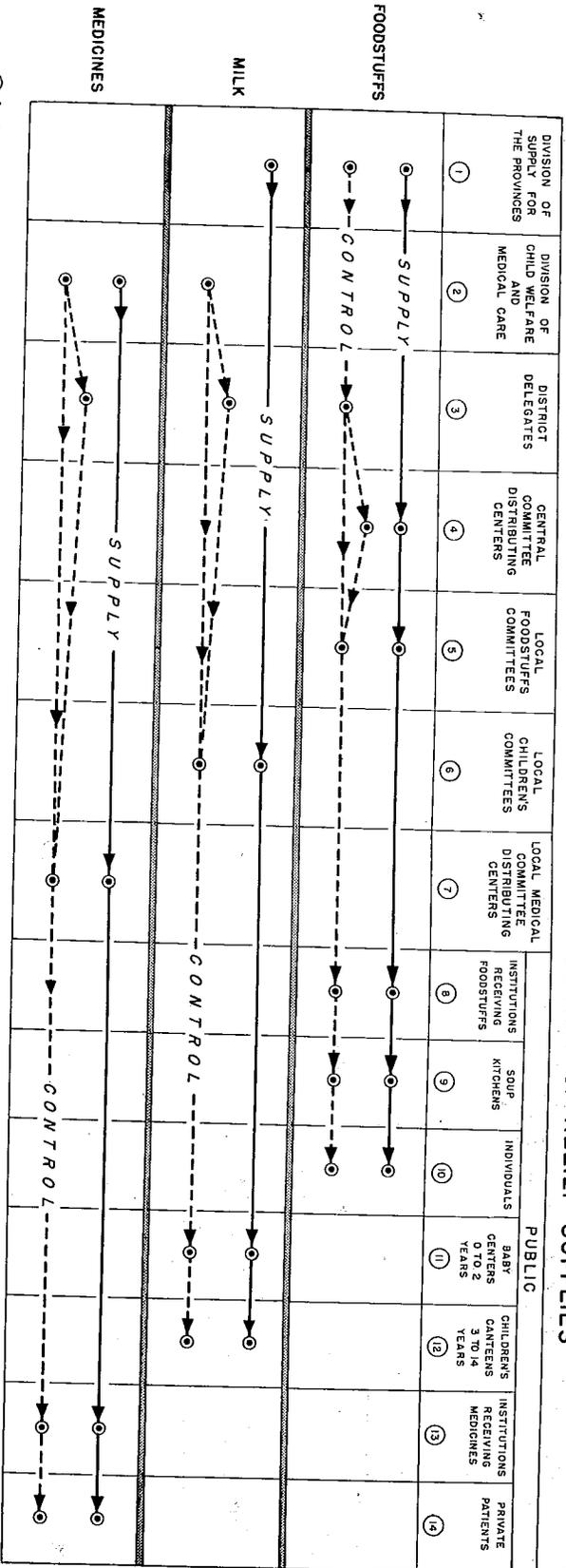
Athenes, le .....

Le receveur .....

Source: State Department Dispatch from Stockholm, No. 1813. May 29, 1943.  
Item 2.

001009

# GREECE PROVINCIAL AREA FUNCTIONAL ORGANIZATION FOR THE DISTRIBUTION OF RELIEF SUPPLIES



- 1 Delegates apply for the Provinces, formalize or allocation and distribution of relief in the Provinces. Supplies children's committees, and complete instructions in collaboration with Division of Child Welfare and Medical Care.
- 2 Medicines and distribute all medicines. Orphanages and medical dispensaries. Depends on Province of Province, Local Children's Committees for Provinces sent directly to Medical Care by Provinces Division to Local Children's Committees.
- 3 Approved by President of Medical Committee. Must be based on a list - actually all medical districts where distribution takes place in Province. List of eligible in its committee chair of central and local committees (area) line of distribution and a qualified representative, control, and report in district of central committee assigned to delegate or to the central committee.
- 4 Section frontiers, from central level of Medical Committee and some regions: legal representative of local committee in their areas, according to allocation to these centers arranged and paid for by Medical Committee. 50 committees (36 normal members) out-100 and medical.
- 5 Provide own transportation and send collect with power of attorney to other distributing centers. Reports to be reviewed and approved by the list of eligibles in its committee proper to review and approval by distribution points list of eligibles with amount of distribution. 2011 Local Committees, 8011 members.
- 6 Volunteers appointed by Swiss Mission. For the Province, Local Committees make reports to delegates and Swiss Mission, persons help for the operation of the center being served in baby centers and centers around 150,000.
- 7 Volunteers appointed by the Swiss Mission. Local Committees receive orders as representative of Swiss Mission in all districts distributing medicines. Under supervision and provide patients in its area. Delegates and Swiss Mission in Athens for their area. Reports for every new center and accounts to be kept and reported every two months to Athens.
- 8 Must have list of persons entitled to distribution - supplementary actions for aid. Delegates of Committees and District Delegates.
- 9 Operated under the direction of the Local Foodstuffs Committee with the aid of volunteers.
- 10 Must also register when receiving actions. Complaints addressed to District Delegates.
- 11 Receive milk or milk and cooked cereal prepared at centers. She can take supervision as in Central-ber state of lack of medical personnel.
- 12 Receive cooked cereal and vegetables. List approved because of lack of medical personnel.
- 13 Submit list of patients, ailments and medicine needed. List checked by local doctor. Medicines issued or final wrapper. No second allowance made until first is gone. The poor gratis and have leave medicines of Swiss Mission gratis.
- 14 Medicines must be prescribed by general doctor and verified by doctor of local committee. Sick at home or in hospital. Poor receive medicines gratis, with-off pay prices set by local committee. Medicines issued at a time issued without original container.

DRAWN IN THE CARTOGRAPHIC SECTION, FEA

APPENDIX S

DIRECTIVES FOR CONTROL OF DISTRIBUTIONS IN GREEK PROVINCES  
AS OF OCTOBER 1942

Distribution of wheat, flour, or bread is to be made according to the quantity available to the Commission and insofar as control of the distribution and transportation can be assured.

a. Control depends on four elements:

1. Commission of Administration (Division of Distribution and Control)
2. Subcommittees of Islands and Provinces
3. Convoys to destinations
4. Neutral Delegates

b. Commission of Administration is to give exact figures to subcommittees on quantities sent, quantity to be distributed per person per day, number and category of persons who are to receive foodstuffs, name of convoyer and his duties. These instructions will aid subcommittee in the choice of warehouse and police guard. Instructions to be signed by Speidel (Chief of Division of Supplies for the Provinces) and to carry seal of the Commission of Administration.

c. Convoys to be appointed by competent officers. To be chosen with care. They will not indulge in black market activities and they will not talk politics. Will receive detailed instructions on their duties and will carry a copy of instructions sent to the subcommittees. List of convoys to be given to the Policy Committee for transmittal to Italian Authorities for guaranty of their safety. The Greek Police will give their opinion on the choice of convoys and will give them a letter of recommendation to local police.

d. Delegates of the Commission of Administration are to oversee above control in a given section where they will live. Will have detailed instructions and will have full power to continue or suspend distributions in their areas. They will watch especially the instructions given to the subcommittees of which they will have a carbon, to see that they are scrupulously followed and that warehouses are guarded as required. They will make regular reports to the Commission of Administration.

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Source: State Department files - Near East Division, Stockholm, December 21, 1942. Typewritten memorandum drawn up by Paul Mohn.

APPENDIX T

ABSTRACT OF GENERAL INSTRUCTIONS REGARDING CONTROL  
OF FOOD DISTRIBUTIONS IN GREEK PROVINCES  
(as of September 1, 1943)

- I. Responsibility for control to rest with District Delegate who is appointed by President of the Commission of Administration.
- A. He must be of Swedish or Swiss nationality (they are in fact all Swedish).
- B. No distribution is to take place in districts where there is no Delegate.
- C. District under his control is to be determined by President of the Commission and occupation powers therein to be notified.
- D. Delegate is in charge of Central and Local Committees of his District.
1. Such committees preferably shall consist of Greek citizens.
  2. Personnel of such committees may be appointed or dismissed by Delegate.
  3. Committees will communicate their affairs in writing to Delegate and he will give them instructions. Committees are bound by instructions from no one but the President of the Commission, one of his neutral heads of Divisions, or the District Delegate.
- E. Tasks of District Delegate
1. He supervises and directs distributions in his District.
  2. He personally visits every town and village in his District for the purpose of checking on the controls and inspecting the distributions made by the Central and Local Committees
    - a. He checks on arrival of foods and their distribution.
    - b. He checks on the prices charged, to see that they conform to that fixed by the Commission. He endeavors to establish a uniform price for his District.
    - c. He investigates complaints of individuals and confirms that all have been forwarded to him by Committees.
    - d. He checks inventory against stock book.
  3. He gives instructions to Central and Local Committees, except in matters of general policy, which are the responsibility of the President of the Commission.
  4. He confirms that measures taken by the Central and Local Committees are in accordance with instructions in force.
  5. He makes representations to occupation authorities in matters concerning the applications of the agreements and the carrying out of distributions.
  6. He makes regular reports to the Commission.
    - a. Monthly survey of food distribution including name of towns and villages; name of each recipient; number of children under 14 to be fed; special measures, if any, taken to feed those in particular need; names of places visited during the month and results of investigations; and reasons for nonarrival, if any, of consignments and steps taken to prevent recurrence.

- b. Quarterly survey on general food situation in District based on information received from Committees.
  - c. Periodical report regarding effects of relief work, noting state of health of population, statistics on birth, death, epidemics, and so forth.
  - d. Report on his general activities, aside from special duties given above.
- II. Plan of distribution of food
- A. Routing of the food on the mainland is from the main depot at the Piraeus to Provincial Delegates or Central Committees; from them to Local Committees; and from the latter to the individual recipients.
    - 1. Plan for distribution to Local Committees to be drawn up by District Delegate and submitted to President of the Commission for approval.
      - a. Plan to cover period of three months
      - b. Number of persons receiving relief to be estimated as closely as possible
      - c. Special reserve of about 20 percent to be included in estimated needs to meet unforeseen requirements.
    - 2. Control of transport, by sea, road, or rail from depot at Piraeus
      - a. Accompanying invoice to state number of packages and gross and net weight of each package.
      - b. Accompanying agent (convoyeur) to supervise transport.
      - c. Telegram in duplicate reporting mode of transport and nature of shipment to be sent to place of destination or Banque Agricole or other owner of storehouse, and to Delegate of District.
      - d. Both Banque and Delegate to send notice of shipment to Central Committee.
    - 3. Control at place of destination
      - a. Unloading to be arranged for by Banque
      - b. Unloading to be supervised by Delegate, or in his absence, by Central Committee representative
      - c. Receipt at storehouse
        - (1) Number of packages and gross and net weight to be checked against invoice and telegrams
        - (2) Receipt to be made out in triplicate: consignee, transport supervisor (convoyeur) and consignor
        - (3) Any discrepancy to be investigated immediately and loss reported to Delegate by Central Committee; he, in turn, to report to President of Commission.

- (5) Guard of storehouse
  - (a) Watchman
  - (b) Double keys to be held by owner of storehouse (Banque) and Delegate or Central Committee.
  - (c) Presence of both keyholders necessary to open storehouse
- 4. Control of distribution from Central Committee storehouse.
  - a. Goods to be given only to representative of Local Committee with power of attorney who presents himself to Delegate or Central Committee.
    - (1) List of previous public distribution to be presented, signed by each individual recipient and accompanying notation of money paid by him, if any. Prices to be examined in detail by Delegate.
    - (2) Representative of Local Committee to receive distribution voucher
      - (a) To bear name of Local Committee, quantity of ration and price fixed for it
      - (b) To be made out in quadruplicate and signed by Delegate, or authorized representative of Central Committee; copies to go to Delegate, owner of storehouse (Banque), for submission when consignment received, and to representative of Local Committee.
    - (3) Rations to be weighed in presence of authorized representative of Delegate and the representative of the Local Committee.
  - b. Daily report of rations issued and balance of inventory in storehouse.
  - c. Monthly inventory by Delegate or his representative, when the stocks will be weighed and checked.
- 5. Control of distribution by Local Committees to consumers
  - a. Distribution to be in accordance with lists previously drawn up.
  - b. Lists to be posted in public before distribution.
  - c. Recipient to receive and sign for his ration personally or to Delegate is personal representative.
  - d. Complaints to be sent to Delegate or Central Committee. Major complaints always to be referred to Delegates.
- B. Special regulations apply for the time being to Macedonia and to the Islands of Mytilene, Chios and Samos. The central depot for Macedonia is Salonika.

Source: State Department Dispatch from Stockholm, No. 2231, September 25, 1943. Item 5.

001014

APPENDIX U

ABSTRACT OF INSTRUCTIONS TO DISTRICT DELEGATES ON  
THE CONTROL OF MILK DISTRIBUTION TO CHILDREN  
IN GREEK PROVINCES

- A. Baby centers for children from 0 to 2
1. Verify if number of children listed corresponds to number of children who get milk.
  2. Verify if preparation of milk is made according to regulations.
  3. Verify if centers of preparation and distribution are clean.
  4. Verify if the quantities at depots correspond to quantities sent in report to Athens.
  5. Verify if distribution is made at the proper center and in the manner stipulated.
- B. Children's canteens--for children from 3 to 14
1. In places where there are canteens, verify
    - a. If supplies are regularly sent by the Commission of Administrative or by the Banque Agricole.
    - b. If setup of canteen corresponds to requirements.
    - c. If number of children listed corresponds to number of children served.
    - d. If canteens function in an orderly manner.
    - e. What improvements should be made (medical supervision, state of surroundings, cleanliness of children, etc.).
    - f. Delegate is to act as consultant for Local Committee.
    - g. Delegate is to keep Athens informed on all pertinent matters.
  2. In places where there are no canteens, verify
    - a. If there is a need for them.
    - b. If special canteens for children can be started, or if they can be cared for in soup kitchens.
    - c. Number of children who need food.

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Source: State Department Dispatch from Stockholm, No. 1982. July 24, 1943. Item 2.

001015

APPENDIX V

ABSTRACT OF INSTRUCTIONS ON THE CONTROL OF DISTRIBUTION  
OF MEDICAL PREPARATIONS IN GREEK PROVINCES

- A. Instructions to Delegates--control to be emphasized particularly in following points:
1. Check on use of medical supplies given to hospitals, prisons, concentration camps, etc.
  2. Check on distribution of medical supplies to sick at home.
  3. Check if inspectors make visits to homes.
  4. Check on empty containers, which should be kept by Local Committee.
  5. See that reuse of containers is such as will preclude their use for the sale of medicines.
  6. Act as representative of the Swiss Mission in anything concerning the Bureau of Medicines.
- B. Instructions to Local Medical Committees, appointed by the Swiss Mission:
1. Receive orders from the Swiss Mission and are responsible directly to it.
  2. Have the power to select their aides, but are directly responsible for their acts.
  3. The Local Committee must abide by the following general instructions:
    - a. Distribution to hospitals, and public institutions of like character, prisons, concentration camps,
      - (1) The quantity allowed is to correspond to the number of the sick and is to be fixed by the Local Committee.
      - (2) There must be a doctor to control distribution of medicines.
      - (3) The doctor must determine for what patient and for what disease the medicines are destined; this control, made in writing, must be signed every month by the Local Committee.
      - (4) No second dose is to be allowed until the first is used.
      - (5) Private hospitals are to receive medicines on the following conditions:
        - (a) They are to care for the poor gratis.
        - (b) They are to give the medicines of the Red Cross free to all patients.
    - b. Distribution to private patients:
      - (1) The order for medicine is to contain the following information: name of patient; the disease; name of doctor; name of medicine desired.
      - (2) This order is to be verified by the doctor appointed by the Local Committee; it is his duty to determine if the proper prescription has been made up for the ailment.

- (3) Medicines are not under any condition to be distributed to the benefit of the occupying powers.
  - (4) Visiting "sisters" are to check a certain number of the sick at home.
  - (5) The orders of a doctor who falsifies one are no longer to be honored.
  - (6) If persons receiving medicines are well off, the Local Committee is authorized to charge the prices set by the Bureau of Medicines in Athens.
  - (7) The poor are to receive their medicines free.
  - (8) Each order entered in the books is to be marked paid or not paid.
  - (9) Only one week's supply is to be furnished at a time with the exception of a supply for those living at a great distance from the dispensing center.
  - (10) Insulin flasks are to be returned.
4. An account of the activity of the Local Committee is to be sent every two months to the Swiss Mission in Athens
    - a. Inventory of stocks in the Depot.
    - b. Number of visits paid to private homes.
    - c. Number of prescriptions filled.
    - d. Accounts of the cash-box.
    - e. No new consignment of medicines will be sent until such monthly reports are received and approved in Athens.
  5. The Local Committee has authority to designate subcommittees in the neighborhood
    - a. Reports are to be made by the subcommittees to the Local Committee
    - b. The originals of the reports are to be sent to Athens.
  6. The current accounts of the Local Committee are to be kept in account books
    - a. A book for the Depot with a page for each kind of medicine to be kept currently in inventory balance.
    - b. A dispensary book containing all filled prescriptions and results of visits to private homes.
    - c. Cash book.
  7. A detailed receipt for every new delivery is to be sent to Athens.
  8. All the information requested by the delegates is to be supplied by the Local Committees.
  9. All empty medicine receptacles are to be kept until orders are received from the Delegate, or the Mission in Athens, as to their disposition.

---

Source: State Department Dispatch from Stockholm, No. 1982, July 24, 1943.  
Items 2 to 7

INDEX OF PROPER NAMES

This index of the most important proper names used in the report has been prepared to supplement the Table of Contents which serves as a general index. It does not cover the appendices, and it does not include the "Commission of Administration" or any of its Divisions, as these names occur generally throughout the report.

The spelling of Greek names has been influenced primarily by the latinized spellings used in the reports of the neutral Commission many of which were in French. This general rule has been modified by the use of "k" instead of "c" in all except the most familiar names. Some spellings were corrected to agree with the original Greek.

The abbreviation "f" indicates references occurring on two consecutive pages; "ff" indicates references on three or more consecutive pages.

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