

## UNRRA Report (15 September 1944–31 December 1944)

**Caption:** In March 1945, the American Herbert H. Lehman, first Director-General of the UNRRA Central Committee, publishes his report on the establishment of UNRRA structures in Europe.

**Source:** United Nations Relief and Rehabilitation Administration. Report of the Director General to the Council for the period 15 September 1944 to 31 December 1944. Washington: UNRRA, 1945. 61 p. p. v-11; 14-20.

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## UNRRA Report (15 September – 31 December 1944)

### Message of the Director General

In accordance with the provisions of the UNRRA Agreement and the Rules of Procedure of the Council, I hereby submit a report covering the progress of the Administration's activities and the work of the Council's Committees from 15 September to 31 December 1944.

During this period the operations of UNRRA did not develop as quickly and extensively as anticipated. This was largely due to the continuation of the war in Europe and the lack of shipping facilities. However, during the two months which have elapsed since 31 December, very significant developments have taken place. In transmitting this report I wish to describe briefly some of these developments so that the member governments may have the latest information concerning the work of the Administration. To facilitate reference, I shall follow the general outline used in the Report.

*Emergency Relief Authorized* — The task of the Administration in assisting governments in war-torn areas was enlarged by the action taken by the Central Committee at its meeting on 26 February, authorizing the Administration to provide emergency relief supplies and services for special and supplementary relief in particularly devastated districts in liberated areas in which immediate distress exists. The Administration was authorized to undertake such emergency provision although the government of the area concerned has not applied to be adjudged unable to pay, under the provisions of Resolution No. 14.

In adopting the resolution, which had previously been recommended by the Committee of the Council for Europe, the Central Committee recommended that the intergovernmental allocating and procurement agencies of the member governments, including the military and shipping authorities, make every effort to facilitate the implementation by the Administration of the resolution. Pursuant to this resolution the Administration has taken immediate steps to prepare an emergency program for the devastated areas of Western Europe.

*France* — Following discussions between the Director General and French authorities, the Director General inquired of the French Government whether it desires UNRRA's assistance with respect to the care of the substantial number of displaced persons of United Nations nationality and stateless displaced persons in France. In this inquiry it was stated that the Administration is ready to give such assistance as it can pursuant to arrangements mutually agreed to between the Government and UNRRA. The French Minister of Foreign Affairs has advised the Director General that his Government is studying this question.

*Yugoslavia* — On 19 January, an agreement was concluded between the Yugoslav authorities and the Supreme Allied Command, Mediterranean Theatre, setting forth the arrangements under which Military Liaison (ML) will furnish relief supplies and services in Yugoslavia during the military period. Under the agreement UNRRA will act as an agent of ML and will furnish personnel to serve with ML. The Combined Civil Affairs Committee has issued a directive to the Mediterranean Theater Command stating that it is desirable to terminate the period of military responsibility for relief in Yugoslavia by 1 April if possible, though no date had, at the end of February, been set. By the end of February, a substantial number of UNRRA staff members had proceeded to Yugoslavia to assist ML in medical and distribution tasks.

On 2 March, the Director General made a determination that Yugoslavia will not be in a position to pay for its supplies in the initial post-military period. Negotiations between UNRRA and the Yugoslav authorities are proceeding on this basis.

*Greece* — On 1 March the basic agreement between UNRRA and Greece for relief in the post-military period was concluded in Athens. 1 April 1945 is envisaged by the CCAC and the Mediterranean Theater Command as the termination date for the military relief period in Greece. Though definite figures were not available in Washington as to the total personnel in Greece at the end of February, it is believed that most of the contingent in reserve in Cairo and Maadi for service in Greece had been moved forward and were actively engaged in assisting ML.

*Czechoslovakia* — The basic Agreement between Czechoslovakia and UNRRA was concluded in London on 26 February. Prior to the signing of the Agreement the Director General, upon the recommendation of the Subcommittee provided for in Resolution No. 23, determined that Czechoslovakia is not at this time in a position to pay for relief and rehabilitation with suitable means of foreign exchange, and that its ability to pay should be examined again not earlier than six months and not later than one year following the inception of the UNRRA program.

*Shipments to Czechoslovakia and Poland* — On 17 January, Soviet authorities informed the Administration that it is possible to send shipments of relief supplies from the United States to Poland and Czechoslovakia through the Romanian ports of Constanza and Galatz. The first vessel allocated to UNRRA to carry cargo destined for Poland and Czechoslovakia has sailed and other vessels are due to load in March and April. They are expected to carry approximately 30,000 long tons of relief supplies consisting of food, clothing, trucks, seeds, tractors, medical supplies and other high priority goods.

*The Far East* — The Committee of the Council for the Far East, and its subcommittees, met in the Far East for the first time. The meetings took place in Australia during January and February. Additional personnel, including the Director of the China Office, arrived in Chungking to make preparations for carrying out the Administration's plans in that area.

*Italy* — The Agreement between the Italian Government and UNRRA was signed on 8 March, thus permitting the full implementation of the program authorized by the Council under Resolution No. 58. The plans outlined in Chapter 1 of the Report relating to Italy will be set into operation immediately. Prior to the signing of the Agreement, the mission was actively assisting Italian refugees near Rome. Four vessels carrying filler cargo totaling approximately 5,000 long tons of relief supplies were cleared for Italy during February by UNRRA. These supplies included food, used clothing, medical supplies and drugs. Another ship of approximately 8,200 tons has sailed subsequently, and additional vessels allocated to UNRRA for relief in Italy to load in March and April are expected to carry 30,000 tons of additional cargo.

*Germany* — Recruiting is now proceeding for the 200 assembly center teams to take care of displaced persons which have been requested by SHAEF. It is expected that this quota will be met by the end of May. Each team is to consist of 13 persons ranging from a director and medical officer to cooks and truck drivers. Sixty per cent of the personnel is expected to be recruited on the Continent. An additional 250 teams were requested by SHAEF on 3 February.

*Bulgaria and Romania* — UNRRA has furnished assistance in obtaining supplies and shipping for the Joint Distribution Committee's epidemic control program in Bulgaria and Romania. The financial costs of the program are being carried by the Committee. Shipment of the medical supplies is expected to be made in March. A request to send two UNRRA representatives to Bulgaria to survey the situation with regard to the care of displaced persons and to epidemic control was sent to the Allied Control Commission on 17 January. Previously a similar request to send representatives to Romania had been sent.

[...]

United Nations forces are advancing victoriously in Europe and in the Pacific. The hopes of the many stricken peoples for food, for shelter, for clothing, for medical care are centered upon UNRRA, the agency which the United and Associated Nations created on 9 November 1943 to assist governments in aiding their nationals. To this end, the Administration is devoting all its energies, but I must once again point out to the member governments that UNRRA is the instrument of the governments which created it. Its powers and its resources are derived exclusively from these governments. UNRRA cannot commandeer shipping and supplies; its ability to aid the governments in the stricken areas rests upon the provision of shipping and supplies by the member governments. The need is now upon us. It is the eleventh hour for the major supplying and shipping nations to put at the disposal of UNRRA the tools and facilities with which to wage the war against cold, famine and disease.

Washington, D. C.  
19 March 1945

## **Chapter 1 — Relief and rehabilitation services**

The task of UNRRA is to assist its member governments in giving relief to the victims of war, in assisting them in the rehabilitation of their agriculture and industries, and in returning to their homes those whom the enemy has displaced therefrom.

In fulfilling this task there are certain general things which the Administration must do. It must comment to the appropriate allocating authorities on the requests of all liberated countries for food, raw materials, and commodities in the light of their relative needs and of the available supplies, in order that no country's necessities may be prejudiced by its neighbor's requisitions. It must create or arrange for the creation of balanced reserves of supplies to be available whenever and wherever the need arises. It must do its best to meet any demand upon it for expert advice or for the services of expert personnel.

But in the financing of a government's relief and rehabilitation requirements there are certain rules, laid down by the Council itself, which the Administration must follow. Resolution No. 14 declares it to "be the policy of the Administration not to deplete its available resources for the relief and rehabilitation of any area whose government is in a position to pay with suitable means of foreign exchange," and the same resolution provides a detailed procedure for determining whether a government is or is not in a position to pay. Resolution No. 17 provides that the Director General may present to the intergovernmental allocating agencies the particular requirements of any country for which the assistance of the Administration has been requested; it contemplates that other governments will present their requirements directly to the allocating agencies, keeping the Director General appropriately informed.

In considering the activities of UNRRA this double responsibility — a general one covering all countries in need of help and a special one covering only those countries unable to pay for that help — must be borne in mind. Otherwise, the part played by UNRRA in alleviating the suffering and misery caused by the enemy cannot be rightly understood.

One other point remains to be mentioned by way of preface. In February 1944 it was decided that with respect to the areas which would come under the control of the combined United States–United Kingdom military authorities it would be the responsibility of those authorities to provide relief and rehabilitation supplies and services to the civilian populations for an initial period assumed for planning purposes to be six months. As of 31 December 1944 the combined military authorities had not terminated their responsibilities in any area under their control requiring UNRRA assistance. What operations UNRRA has been currently conducting in liberated areas, as for example in Greece, it has been conducting as an agent for the military and under military control. In the case of those areas which come under the control of the Soviet armies no similar arrangements have been worked out. The point should also be made that in accordance with Resolution No. 1, the Administration deals with the government or authority (military or civil) which exercises administrative authority in the area. The Administration's sole purpose is to bring relief services to the peoples in the liberated areas of the United Nations. It therefore deals with those authorities which are able to receive and to distribute the Administration's supplies.

### **Western and northern Europe**

So far as can now be seen, each Allied country in western and northern Europe is in a position to finance its own requirements. At any rate, none of them has informed the Director General that it is not in a position to pay in suitable means of foreign exchange or requested the Administration to finance, in whole or in part, its relief requirements. With respect to these, therefore, the responsibilities of UNRRA must, for the time being

at least, be regarded as non-financial.

## France

The relationships between the Administration and the Provisional Government of the French Republic have been formalized and defined in a memorandum dated 18 September 1944. Under the terms of this memorandum a liaison mission has been sent to France to work out the details of cooperation between the two authorities in the fields of displaced persons, health and welfare. A Forward Office has also been established in Paris to serve this mission and those UNRRA personnel who are now attached to military headquarters and waiting to enter Germany.

At the end of November the Director General visited France and discussed with various members of the Government matters of mutual interest, among them the petition of Allied displaced persons in France and the urgent needs of the French *sinistrés* (persons whose property has been destroyed by military action). It appeared that UNRRA might be asked by the French Government to assist it in meeting the needs of these two categories of persons, which had exceeded all expectations. Arrangements were set in train to deal with such requests, if made.

## Luxembourg

The Government of Luxembourg was the first of the Allied Governments to invite a liaison mission from UNRRA, and the Mission has made a preliminary survey of the conditions in the Grand Duchy. The arrangements with regard to supplies for Luxembourg are, for the most part, being handled by the Belgian Government, which presents estimates to the allocating authorities covering both countries. It has not been finally determined whether the Mission to Luxembourg will eventually be merged with that to Belgium; in the meantime a separate UNRRA Liaison Mission has been accredited to Luxembourg.

## Belgium

Belgium has indicated its willingness to receive a liaison mission to consist of a Chief and representatives of the Displaced Persons, Health, Welfare, Supply, Industrial Rehabilitation, and Agricultural Rehabilitation Divisions. The composition of the Belgian Mission is nearing completion.

## Netherlands

Plans for the formation of a liaison mission to the Netherlands are in process of development. It seems probable that such a mission would consist at first of liaison officers for Health, Welfare, and Displaced Persons and that at a later date a general representative and liaison officers for Supply, Agricultural Rehabilitation, and Industrial Rehabilitation, may be added.

## Norway

Conditions in Norway are obscure and the character and magnitude of the Administration's assistance to that country have not been finally determined. However, in anticipation of liberation, a full liaison mission is being formed and some of the personnel have been designated.

## Denmark

Provision has been made by the Council for the admission of Denmark to membership in the Administration

as soon as circumstances permit. In the meantime the Administration has been planning relief for Denmark in the expectation that it will be able to finance its own requirements. Preparations are being made to create a small mission or supply delegation to Denmark, to be charged primarily with expediting the Danish supply program. It is hoped that a welfare officer may go to Denmark to study conditions there after liberation, principally for making the Danish experience available elsewhere.

## **Eastern and Southeastern Europe**

Apart from the Soviet Union, which has not requested the assistance of the Administration, all the member governments of eastern and southeastern Europe, viz. Poland, Czechoslovakia, Greece, and Yugoslavia, have asked the Administration's assistance; Albania, which as yet has no recognized government to put forward its claim, must doubtless be added to them. While a formal determination of inability to pay has been made only in the case of Greece, the Administration is taking all necessary steps for the provision and financing of relief to those five countries.

### Union of Soviet Socialist Republics

On 5 September 1944, as has been previously reported to the Council, the Soviet Union extended to the Director General an invitation to send a mission to Moscow to discuss problems of common interest to the Administration and to the Soviet Union. The departure of this mission, to be headed by the Director General, was postponed at the request of the Soviet Union. On 13 October the Director General, writing to the People's Commissar for Foreign Affairs, expressed the hope that the invitation would be renewed at an early date.

In the meantime negotiations have been carried on with the Soviet Government regarding the transportation of relief supplies and personnel to Poland and Czechoslovakia. At the end of the year these negotiations were almost completed.

### Poland

While the Council was in session in Montreal an official request was received by the Administration from the Polish Committee of National Liberation requesting immediate aid to the stricken population of Poland and outlining the monthly requirements for the initial period of the then liberated areas. A similar request from the Washington Ambassador of the Polish Government in London and the member of the Council for Poland had been received shortly prior to the Council Session.

The Director General in his reply of 22 September to the request of the Polish Committee of National Liberation stated, among other things, that he had already been considering the urgent dispatch of supplies for the relief of the Polish people and that he was in consultation with the supplying governments with respect to the shipment of supplies and with the Soviet Union with respect to the availability of transport facilities through Soviet territory. Simultaneously, the member of the Council for Poland was informed of the action taken.

On 3 October, the Polish Committee of National Liberation formally invited the Administration to send technical experts to Lublin and assured the Director General of the necessary accommodations and transport.

On 11 October, the Director General informed the President of the Polish Committee of National Liberation that the group of technical experts was prepared to leave in November, if it could procure transportation. The personnel of the proposed mission was communicated to the Committee on 28 October. On 7 November, a reply was received from the Committee requesting that the expert group come to Lublin and that it would be preferable if they arrived in Poland together with the first shipment of relief supplies. The Mission is ready to leave for Poland upon completion of arrangements.

## Czechoslovakia

In October, the Government of the Czechoslovak Republic notified the Administration that a Czechoslovak medical mission of approximately 60 doctors would depart for the liberated territory of Czechoslovakia. Emergency medical supplies for the use of the mission were requested from UNRRA. The Administration agreed to furnish soap and medical supplies and to make arrangements for their shipment. At the Government's request the Administration also agreed to send a medical officer with the medical mission. At the end of December, arrangements had been completed to send the first contingent of Czechoslovak medical officers and to have 80 crates of medical supplies furnished by the Administration flown into the Soviet Union for transshipment into Czechoslovakia.

The Administration has also been negotiating with the Government of the Czechoslovak Republic with respect to the making of an Agreement governing UNRRA assistance to that country and has been making plans to send an UNRRA mission to Czechoslovakia, of about thirteen persons, charged with making the initial preparations for relief and rehabilitation activities.

## The Balkans

As explained at the beginning of this chapter, it was decided in February 1944 that in all areas which came under the control of the combined United States–United Kingdom military authorities, the period of UNRRA responsibility for relief would be preceded by a period of military responsibility. But it was also understood that UNRRA would stand ready to assist the military during the military period in whatever ways it appropriately could. On 3 April 1944 an agreement between UNRRA and the American and British military authorities in the Middle East was signed at Cairo, by which the character and mode of such UNRRA assistance in Greece, Yugoslavia and Albania was defined. This agreement, subject to certain interpretations accepted by the Administration, was confirmed on 11 October by the Combined Chiefs of Staff.

The agreement, as interpreted, envisaged, in certain cases, two modes of procedure during the period of military responsibility. According to the first, UNRRA units would be employed in the military chain of command as part of the military organization with UNRRA liaison officers attached to military headquarters and with the whole management of relief under the military authorities. According to the second, UNRRA would be employed as an agency of the military and would, as an organization with its own chain of command, take over, subject to policy directives issued by Military Liaison (ML) and military regional and district headquarters, the responsibility for distributing or arranging for the distribution of relief supplies and for carrying out the other tasks assigned to it in the agreement. The transition from the military chain of command to the UNRRA chain of command during the period of military responsibility would be effected as rapidly as possible by the appropriate military authority in consultation with the senior UNRRA representative. The more important decision as to when the military authorities would relinquish their ultimate responsibility for the administration of relief and rehabilitation would be made by the Combined Chiefs of Staff on the recommendation of the theater commander; this decision, too, would be taken as soon as circumstances permit.

While this interpretation of the Agreement was being discussed with the combined military authorities, negotiations were concurrently going forward on the terms and conditions of service which would be applicable in the Balkans to the Administration's personnel during the period of military responsibility. These terms of service, agreed to by the Administration and the American and British military authorities, were formally approved by the Combined Chiefs of Staff on 18 November. They provide detailed arrangements with respect to such matters as discipline, assimilated rank, communications, accommodations in the field, transport, equipment, mess facilities and medical services.

During the quarter the Balkan Mission continued to build up the three country missions which were to assist in bringing relief to Greece, Yugoslavia, and Albania. The movement of these missions to Athens in the case

of the Greece Mission, and to Bari in the case of the Yugoslavia and Albania Missions, has been going on since September when an advance party of the Yugoslavia Mission was sent forward.

The Balkan Mission has also continued to operate the refugee camps taken over from MERRA and to make preparations for the repatriation of persons in the Middle East and in the Balkans displaced as a result of the war. The closing of Khatatba camp in October and the transfer of the majority of its Yugoslav refugees to El Shatt, a camp near the Suez Canal, effected a slight economy in camp personnel. The total number of refugees in the camps has remained fairly constant at about 39,000. By the end of the year registration had been completed in most of the camps in Egypt, Palestine and Cyprus, and was under way in the other African camps. A central index of displaced persons in the Middle East area had been set up in Cairo. In addition the Mission was cooperating with the International Red Cross Committee in making arrangements for displaced persons to obtain information about their relatives in other parts of the world.

The Balkan Mission is now completing the first phase of the work it was set up to perform. It has organized, equipped and sent into the field three country missions which are no longer dependent on it for their day-to-day operations and planning. Consideration is now being given to its future work and organization. The present plan of the Administration, outlined more fully in Chapter IV, is to make the country missions independent of the Balkan Mission and to set up a Sub-Office for the operation of the Middle East camps together with such other Middle East operations of a general character — for example, procurement — as might be assigned to it.

As of 31 December 1944 the total Balkan Mission Staff, including that of the three country missions but excluding that engaged in operating the camps, numbered 787. Camp activities had a staff of 555, of whom 190 were UNRRA and 312 British personnel lent by the Army. These totals cover temporary staff and voluntary society workers seconded to UNRRA. In addition there were 390 voluntary society workers who were not seconded to UNRRA.

## Greece

On 30 September 1944 the first UNRRA representatives landed on Greek soil — the island of Chios — in company with representatives of Military Liaison (ML). The Greece Mission as a whole was mobilizing at the time and its regional and district offices together with its Welfare Division had been moved to the training camp at Maadi, where ML was stationed, in order that the work of planning, particularly on a regional and district level, might be continued in conjunction with that organization. At the same time the Mission was working closely with Greek Government staff on technical subjects such as shelter requirements and health.

During October, the Chief of Mission and certain key personnel moved into Athens. At the beginning of November most of the remainder of the Mission reached Greece and together with ML started field operations. The burned villages presented an immediate problem. The Mission cooperated with local agencies in making arrangements for the care of destitute children, and assisted ML in equipping a medical mission to Thrace and Macedonia consisting of 160 doctors, nurses and midwives, many of whom were refugees from those areas.

In the middle of November, the increasing complexity of the economic situation led the military to suggest a more complete integration between ML and the Greece Mission than had originally been contemplated. An agreement providing for such integration was concluded on 24 November. This distinguished between two kinds of Mission activities and prescribed different arrangements for the conduct of each. The Chief of the Greece Mission and such divisions of the Mission as were concerned with functions performed solely by UNRRA during the military period — Welfare, Displaced Persons, and Finance and Administration — were to act independently of the Supplies and Requirements Branch of Military Liaison and were to be subject only to top military direction. All UNRRA's other operations were to be carried on through the Supplies and Requirements Branch and the staff of UNRRA and ML assigned to these functions was to be integrated without regard to UNRRA or military status and was to report through single lines of command to the head

of the Branch.

The agreed plan was put into operation but very shortly afterwards the political situation deteriorated and fighting started in Athens. Although this development restricted relief work in the capital, it was found possible to continue certain operations in the rural districts. In Patras, for instance, the Mission assisted in providing 14,000 children with food and medical care from ML supplies, and in Salonika the Mission actively cooperated in the distribution of supplies. At the same time members of the Mission assisted the Greek Government in planning relief measures and in developing a displaced persons policy. At the request of the military liaison authorities, the UNRRA medical staff with the assistance of voluntary society teams and other UNRRA personnel temporarily undertook extensive administrative responsibility in all public hospitals in the Athens-Piraeus area.

Hostilities, however, continued and in Athens itself street fighting restricted UNRRA's activities. It was nevertheless still possible to do a limited amount of emergency relief work and members of the staff volunteered for such duties as taking food, water and medical supplies to hospitals, and in distributing flour to bakeries. In carrying out these duties one member of the staff was killed and seven wounded.

Soon, however, the difficulties increased, and practically all UNRRA activities in Athens, except for planning with the military, were suspended. On 10 December the Chief of the Greece Mission withdrew from the arrangements for complete integration with the military in those areas where hostilities were taking place. Shortly thereafter the III Corps Command ordered the evacuation of all unnecessary personnel of ML and UNRRA from Athens. Forty-two of the Administration's staff returned to Cairo for transfer to the islands and provinces in Greece where relief operations continued. Thirty-eight of the staff, including the Chief of Mission, remained in the Athens area.

The Administration soon afterward notified the military authorities of its willingness to assume full responsibility for relief activities in Greece as promptly as conditions might permit. Conversations were begun with the Combined Civil Affairs Committee which have as their purpose the settlement of the conditions upon which UNRRA might take over.

As of 31 December the Greece Mission consisted of 199 UNRRA personnel and 27 voluntary workers. Apart from those withdrawn to Cairo they were located in and near Salonika and Patras, in the Aegean and Cyclades Islands and in the Athens-Piraeus area.

#### Yugoslavia

During September and October the Yugoslavia Mission moved from Egypt to Bari, Italy. There it has been engaged, first, in attending as observers the discussions which have been going on between the combined United States–United Kingdom military authorities on the one hand and the National Liberation Committee and Royal Yugoslav Government on the other, and second, in planning on a regional basis for its own activities during the post-military period.

At the end of the year negotiations between the military and the Yugoslav authorities were still incomplete, but an agreement was expected shortly to be signed under which ML would begin the immediate furnishing of relief supplies. Under these circumstances, UNRRA would act as agent of ML in providing observers of distribution.

Negotiations have also been proceeding between the Yugoslav authorities and the Administration with respect to an agreement for UNRRA operations in the post-military period.

As of 31 December the Yugoslavia Mission consisted of 146 UNRRA personnel and 77 voluntary workers.

#### Albania

The Albania Mission has developed more recently than the missions to Greece and Yugoslavia. Some planning, however, had already been done when the Mission moved to Ruvo during November. The absence of contact with any Albanian authorities has made both planning and negotiating difficult. ML issued a directive on 13 November giving UNRRA the task of making a field survey as soon as the country is entered, and the allocation of relief supplies will be based on the information so obtained. Members of the Albania Mission have held a series of discussions with ML; the Mission is also engaged in drawing up its own plans, for both the military period and later.

As of 31 December the Albania Mission consisted of 46 UNRRA personnel and 33 voluntary workers.

[...]

### **Enemy and ex-enemy areas**

At its session in Montreal the Council defined what the Administration might do in enemy and ex-enemy areas. By Resolution No. 57 it was authorized to carry out operations in such areas under certain conditions, for the control of epidemics and for the repatriation or return to their homes of (a) United Nations nationals and (b) persons who had been driven from their homes, by action of the enemy because of race, religion, or activities in favor of the United Nations. By Resolution No. 58 it was authorized to extend certain additional aid to Italy; this was confined to (a) the provision of medical and sanitary aid and supplies, (b) assistance in the care and return to their homes of displaced persons (meaning, in the main, Italians who had been driven by the fighting into the large cities), and (c) care of, and welfare services for, children and nursing and expectant mothers; the total net expenditure in foreign exchange which the Administration was authorized to charge against its general resources in respect of these additional operations was fixed at \$50,000,000.

It was further provided that the Administration will operate in enemy or ex-enemy areas only from such a time and for such purposes as may be agreed upon between the military command, the established control authority or duly recognized administration of the area on the one hand and the Administration on the other, and subject to such control as the military command or the established control authority may find necessary.

The British and American military authorities notified the Administration that they might desire its cooperation and assistance with respect to displaced persons in enemy and ex-enemy territories during the period of military responsibility but that before they could enter into agreements with UNRRA on the subject they must have specific assurance that the Allied Governments desired them to use the services of UNRRA for this purpose. The Administration thereupon wrote to the several European allied governments asking them to communicate to it a statement for transmission to the military authorities in the following form:

“The Government of ..... agrees that during the period of military responsibility in enemy or ex-enemy territory, UNRRA may at the request of the military authorities cooperate with, assist or act as agent for those authorities in caring for and arranging the repatriation or return to their former homes in ..... territory, persons who have been displaced therefrom as a result of the war. This caring for, repatriation or return during the period of military responsibility will be carried out in the conditions laid down by the military authorities and insofar as UNRRA’s participation in this work is concerned, in accordance with the relevant resolutions of the UNRRA Council.”

A letter in these terms has been received from each of the following Governments: Poland, Greece, Luxembourg, Norway, Netherlands, France, Belgium, Yugoslavia, Czechoslovakia. <sup>(1)</sup> The Governments of the Netherlands and Yugoslavia attached to their letters reservations which preserve their discretion with regard to the re-admission of former residents of their territories who were not nationals thereof; but these reservations are declarations of the meaning of the request rather than substantive qualifications of its terms.

These requests were forwarded by the Administration to the Combined Civil Affairs Committee of the Combined Chiefs of Staff which has transmitted them to the Supreme Commander, Allied Expeditionary Force (SCAEF), and to the Supreme Allied Commander, Mediterranean Theatre (SACMED) with the advice that they constitute sufficient basis upon which UNRRA may be requested by the military to cooperate with, assist or act as the agent of the military authorities in the care, handling and repatriation of displaced persons within the purview of the letters and subject to the provisions thereof.

#### Germany

The responsibility for displaced persons operations in that part of Germany which comes under the control of the American and British military authorities rests during the period of military operations on the Supreme Commander, Allied Expeditionary Force (SCAEF). Whatever UNRRA does in these countries during this period, it does, not on its own authority but as an agent of the Supreme Commander and under his control. In order to regularize the relations between UNRRA and SCAEF, the Supreme Commander and the Director General signed an agreement in Paris on 25 November 1944 which provides, among other things, that an UNRRA Liaison Office, with whatever staff the Supreme Commander, Allied Expeditionary Force, may agree to be necessary, shall be attached to the G-5 (Civil Affairs) Division of Supreme Headquarters to assist in planning for, and in subsequent operations regarding the health, welfare, registration, administration, and movement of United Nations nationals displaced in enemy or ex-enemy territories; that in order to facilitate the transfer to UNRRA in the post-military period of such functions as the Allied National authorities concerned may desire, UNRRA will provide such personnel as may be agreed with the Supreme Commander, Allied Expeditionary Force, for the purpose of planning and assisting the military authorities in carrying out such operations with respect to these matters as may be undertaken by them; that when called upon by the Supreme Commander, Allied Expeditionary Force, UNRRA will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to above; that separate agreements shall regulate the conditions of service of UNRRA personnel engaged upon field service and the provision of military facilities to them and to UNRRA generally; that during the period of SCAEF responsibility UNRRA personnel will, within the area of SCAEF responsibility, act in all matters under the orders of the Supreme Commander, Allied Expeditionary Force, and through military channels; and that the agreement may be extended by mutual consent, subject to approval of the Combined Chiefs of Staff, to provide for similar cooperation between UNRRA and SCAEF in any other matters coming within the competence of UNRRA upon which assistance is desired by the Allied national authorities concerned.

This agreement has been approved by the Combined Chiefs of Staff. In pursuance of it close working relations have been established between the military and UNRRA in Western Europe. UNRRA representatives have been attached to the G-5 Division of Supreme Headquarters, and to the respective G-5 divisions of the Sixth, Twelfth, and Twenty-first Army Groups. A Displaced Persons Research Control Room has been established by the military at Supreme Headquarters. This control room keeps track of the establishment of all assembly centers; maintains a constant inventory of displaced persons at these centers; keeps a running report on housing conditions, supply, and related matters at the centers; and provides the necessary records, controls, and transportation arrangements for the return of displaced persons.

Supreme Headquarters, Allied Expeditionary Force, have requested that 200 Assembly Center teams should be sent to the Continent over the three months January to March 1945.

No similar arrangements have as yet been worked out with respect to those parts of Germany which will come under the control of the Soviet armies.

#### Romania, Bulgaria and Hungary

The Administration has been increasingly concerned with the danger of the spread of epidemics and with the

general situation of displaced persons in Romania, Bulgaria, and Hungary. Accordingly, on 21 December 1944 it asked permission of the Allied Control Commission in Romania to send two representatives to that country who would acquaint themselves as fully and rapidly as possible with conditions on the spot and who would recommend to UNRRA what it might do to alleviate them. It hoped in the near future to make similar requests in respect to Bulgaria and Hungary.

## Italy

At the end of October the first members of the Administration's Italian Mission arrived in Italy to work out operating plans for the activities to be undertaken in that country under Resolutions Nos. 57 and 58. One of the Mission's first tasks was to assist in negotiating an agreement between UNRRA and the Italian Government which would establish the mutual responsibilities of the two authorities with respect to relief and rehabilitation in Italy. Final action in this matter could not be taken until a decision had been reached by the Director General, on the advice of the subcommittee of the Committee on Supplies appointed under Resolution No. 23, as to whether Italy was to pay for her supplies in foreign exchange or not. On 12 December the Director General determined that the Administration would provide relief supplies and services in Italy within the limits imposed by the Council without establishing any claim on the Italian Government for foreign exchange, this determination to be reviewed within six months of the inception of the UNRRA program in the light of an examination of the situation then prevailing. On 27 December the UNRRA Mission presented a draft agreement to the Italian Government for study.

The Mission has also been negotiating with the military as to the terms of the directive to be issued by Allied Force Headquarters (AFHQ) to its subordinate units prescribing their relations with UNRRA. This directive, in draft form, has been agreed upon with the Allied Commission and, when approved by AFHQ, will be issued as an Administrative Memorandum.

In November the Mission reached an agreement with AFHQ on the tonnage required for the first six months of 1945 — 100,000 tons of food, drugs, medical and sanitary supplies, some clothing and transport supplies — and arranged for the Allied Commission to take care of port acceptance and warehousing of the shipments promised for January and February — 5,000 and 14,000 long tons of supplies, respectively; furthermore, it negotiated a loan of 2,000 tons of food from the Allied Commission to be made available as soon as the first notice of shipping allocation was received.

Among the other activities of the Mission the following may be mentioned. A feeding plan is being worked out for children; a plan of malaria control is being studied; a survey of displaced United Nations nationals living outside of camps has been begun and a plan for home relief to them is being developed; three voluntary agency teams, including 37 persons and some 27 trucks, have been borrowed from the Yugoslavia Mission and placed at the disposal of the Italian High Commissioner for Refugees, who will use them to transport Italian refugees to their homes, to transport supplies, and to assist in establishing a refugee camp near Rome.

The Displaced Persons and Repatriation Sub-Commission of the Allied Commission has been operating a group of camps in Italy for non-Italian refugees. The Italian Mission was to assume administrative responsibility for four of these — S. Maria di Bagni, S. Maria di Leuca, S. Caesarea, in the heel of Italy, and Ferramonti in Calabria — and for two hospitals — one at Maglie, the other at S. Maria di Leuca — on 1 January 1945. During November and December UNRRA staff was moved into the camps and by the end of the year preparations had been completed for the transfer. On the advice of G-5 of AFHQ, however, the formal assumption by UNRRA of administrative and financial responsibility has been postponed until after the signing of the UNRRA-Italy Agreement; the military supply line for these camps and hospitals is scheduled to continue in operation until 1 April 1945. The capacity of the camps is about 9,000; at the end of the year their population was approximately 2,700, mostly Yugoslav.

The Italian Mission has also been made responsible for the administration of the Jeanne d'Arc Refugee Camp at Philippeville, Algeria, and Camp Marshal Lyautey near Casablanca. The first of these, with an

estimated capacity of 40,000 persons, was staffed and ready to begin operations on 22 October. Changed conditions, however, made it evident that it could not reach its capacity, and the Italian Mission is taking measures to stock it as a reserve camp for 2,500. At the end of the year its population was about 250, consisting for the most part of persons transferred from Camp Marshal Lyautey. This latter camp now contains no refugees, but, at the request of the United States and United Kingdom Governments, is being held as a reserve camp; consideration is being given to turning it back to the Army.

As of 31 December 1944 the Italian Mission numbered 45 persons, exclusive of 38 nurses awaiting assignment and 37 voluntary society personnel borrowed from the Yugoslavia Mission.

(1) The Administration would similarly be prepared to assist in the care and repatriation or return of Danish displaced persons and would, accordingly, make a similar approach to the Danish Government as soon as a suitable one was available to deal with.

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